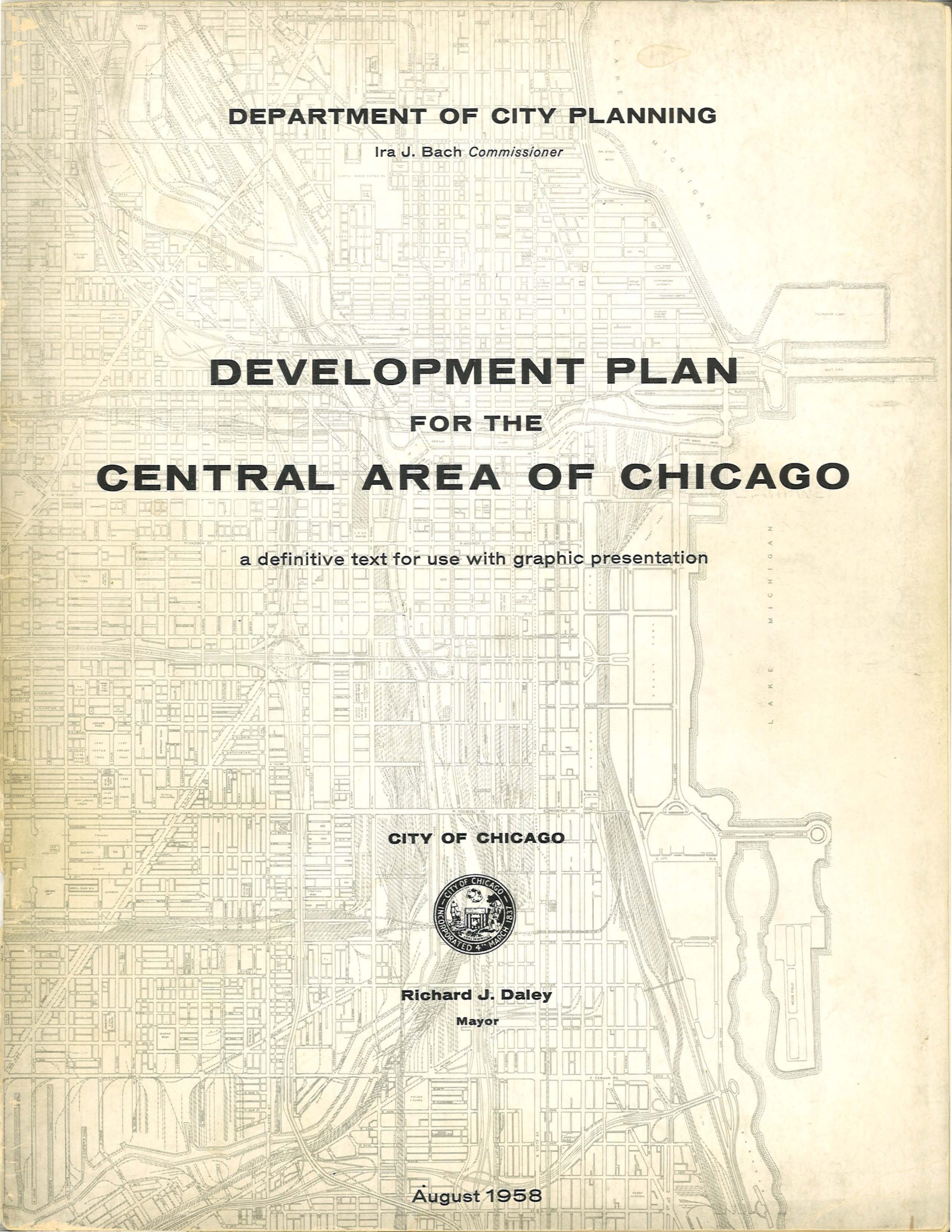

DEPARTMENT OF CITY PLANNING

Ira J. Bach *Commissioner*

DEVELOPMENT PLAN

FOR THE

CENTRAL AREA OF CHICAGO

a definitive text for use with graphic presentation

CITY OF CHICAGO

Richard J. Daley

Mayor

August 1958

CITY OF CHICAGO

RICHARD J. DALEY
Mayor

DEPARTMENT OF CITY PLANNING

Room 1006 City Hall • Chicago 2, Illinois • RAndolph 6-8000

IRA J. BACH
Commissioner

CLIFFORD J. CAMPBELL
Deputy Commissioner

D. E. MACKELMANN
Consultant

August 28, 1958

Mr. Clair M. Roddewig, Chairman
Chicago Plan Commission
City Hall
Chicago 2, Illinois.

Dear Mr. Roddewig:

As you know, in December 1957, at Mayor Daley's request, the Department of City Planning commenced the preparation of the attached Development Plan for the Central Area of Chicago. Shortly thereafter, you appointed a special planning committee of the Commission to cooperate with and advise the staff concerning the recommendations and scope of the plan.

The Planning Committee of the Commission met with the staff on several occasions during the course of preparation of the Plan and made a substantial contribution to its completion. To you as Chairman, Alderman William T. Murphy, Joel Goldblatt, Dr. John Rettaliata, John Root, and H. Stanley Wanzer we direct our appreciation and thanks.

The Plan was submitted to Mayor Daley on August 22, 1958, and we now take pleasure in presenting the Development Plan for the Central Area of Chicago to you and the members of the Chicago Plan Commission for your study and consideration.

Very truly yours,

Ira J. Bach

Ira J. Bach
Commissioner of City Planning

CITY OF CHICAGO

RICHARD J. DALEY
Mayor

DEPARTMENT OF CITY PLANNING

Room 1006 City Hall • Chicago 2, Illinois • RAndolph 6-8000

IRA J. BACH
Commissioner

CLIFFORD J. CAMPBELL
Deputy Commissioner

D. E. MACKELMANN
Consultant

August 22, 1958

Honorable Richard J. Daley, Mayor
City Hall
Chicago 2, Illinois.

Dear Mayor Daley:

The attached Development Plan for the Central Area of Chicago was prepared at your request as of December 1957. At that time, you had before you proposals for a new Government Center; consolidation of the South Side Railway Terminals; a Chicago Campus for the University of Illinois; and an Exposition Hall on the lake front.

Subsequent analysis of the afore-mentioned proposals clearly indicated that they could not be treated by themselves as such. Other factors such as transportation, lake front facilities, recreation, and accommodations for many new apartments had to be considered. An enlargement of the accepted concept of the Central Area had also to be considered in order to accommodate the broadened scope of facilities. For that reason, the plan includes proposals for the entire Central Area from North Avenue to 26th Street, and from Lake Michigan to Ashland Avenue.

The plan represents the basic thinking of the technicians with recommendations for a general pattern of land use, the character and location of public buildings and facilities, the separation of pedestrians and vehicles, the location of and development for transit and transportation, and all other physical facilities which are necessary or desirable to promote the economic betterment, comfort, and the general welfare of the people of the community.

Respectfully yours,

Ira J. Bach

Ira J. Bach
Commissioner of City Planning

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FOREWORD

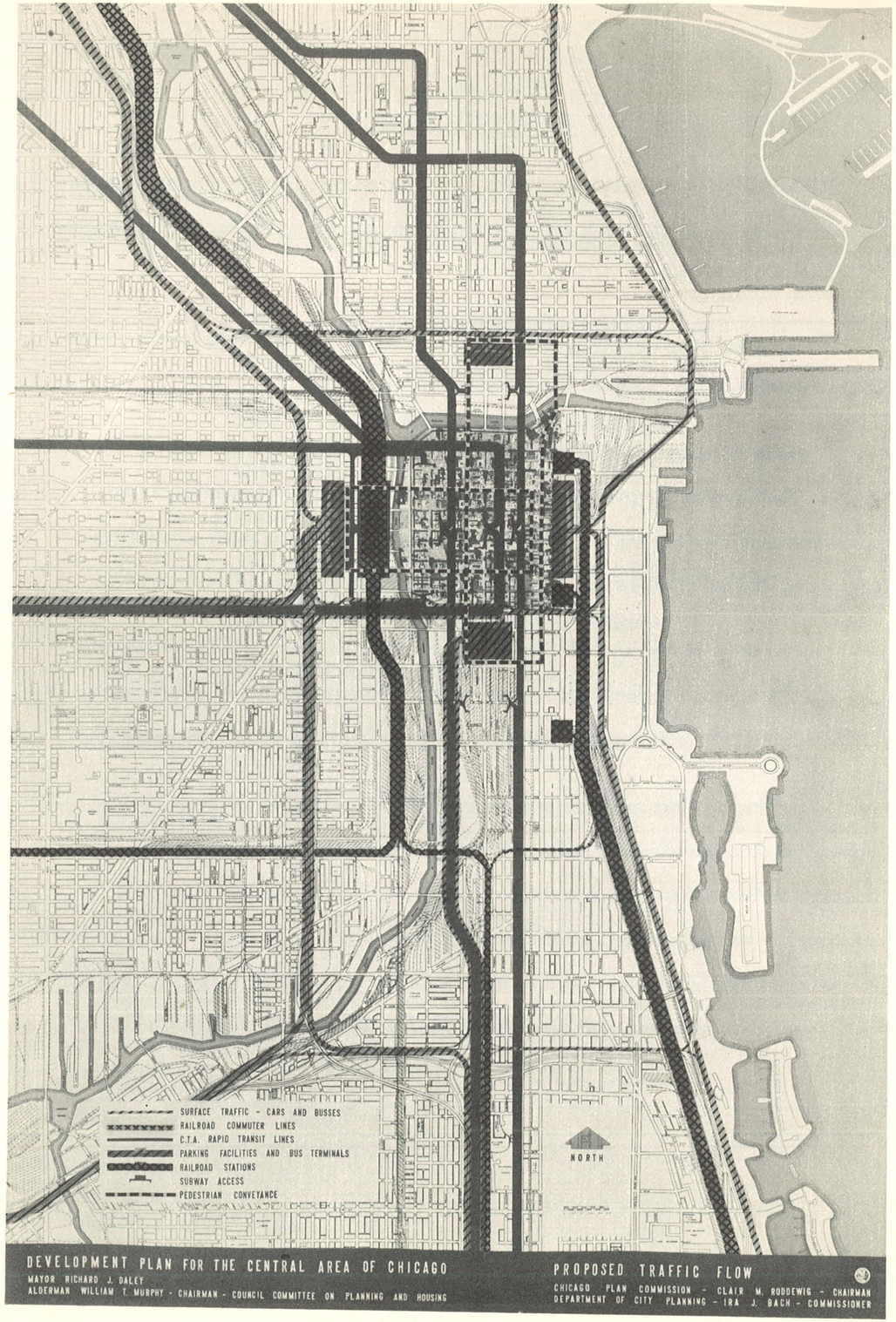
Chicago is destined to be one of the great metropolitan centers of the world. In the past three decades the city's commercial and industrial progress has been unmatched by any other urban area.

Paralleling this economic growth has come the steady improvement and expansion of government services essential to the welfare of the people.

Despite this great progress, much remains to be done if Chicago is to realize the ideal set forth by the Burnham plan. The Burnham plan was the foundation for the development of our lake front -- for our parks -- and for other projects which have contributed to the inner strength and beauty of our great city.

In the spirit of Burnham's "make no little plans" this Plan for Chicago seeks to embrace the highest standards and to give to the people a program which will make Chicago one of the most desirable cities in the world in which to live and work.

This Plan provides for such long needed improvements as a new court house, state university, consolidated railroad terminal, government and civic center, housing, modern transportation facilities, beauty, and open space. Of more importance, it strives to give to all the people the best there is of urban living in providing for convenience, recreation, culture, entertainment, religious participation, and the unlimited opportunity for a rich and varied life that only a great city can give.


SURFACE TRAFFIC - CARS AND BUSSES
RAILROAD COMMUTER LINES
C.T.A. RAPID TRANSIT LINES
PARKING FACILITIES AND BUS TERMINALS
RAILROAD STATIONS
SUBWAY ACCESS
PEDESTRIAN CONVEYANCE
NORTH
DEVELOPMENT PLAN FOR THE CENTRAL AREA OF CHICAGO
MAYOR RICHARD J. DALEY
ALDERMAN WILLIAM T. MURPHY - CHAIRMAN - COUNCIL COMMITTEE ON PLANNING AND HOUSING
PROPOSED TRAFFIC FLOW
CHICAGO PLAN COMMISSION - CLAIR M. RODDEWIG - CHAIRMAN
DEPARTMENT OF CITY PLANNING - IRA J. BACH - COMMISSIONER

SECTION I

OBJECTIVES OF THE DEVELOPMENT PLAN

GENERAL SYSTEM OF ACCESS AND CIRCULATION

Efficient methods of access for people, vehicles and goods to the Central Area are of prime importance. Equally significant are the means of circulation within and around the core area. In preparing this Plan, several major premises regarding land use in the Central Area were first established:

1. Provision must be made for expansion of regional and administrative functions in the Central Commercial District.

2. Proposed and projected development programs for a government center, a university campus, port development, an exposition center, and major residential areas must be considered in the development of a transportation plan.

Careful study was given to existing methods of transportation and attendant facilities presently serving the Central Area. Expansion programs, official long-range plans and previous proposals were analyzed to see if they could adequately meet probable demands resulting both from projected short-range developments and from long-range proposals. The basic objectives used to formulate the Transportation Plan are quite fundamental. The Plan must:

... Provide improved access to and around the center of the city for private and public forms of transportation.

... Minimize unnecessary traffic volumes in the Central Area.

... Utilize valuable land for its highest potential use.

... Improve methods of circulation for pedestrians within the Central Area.

In order to attain these objectives, consideration was given to a Traffic Plan, Locations for Automobile Parking, Expansion of Rapid Transit Facilities, Railroad Terminal Consolidation, a Transportation Center and Requirements for Internal Circulation.

The Traffic Plan

The Traffic Plan for the Central Area uses the existing comprehensive superhighway plan as a major framework. The Plan proposes certain refinements to it and adds a distributor roadway system around the Central Commercial District to supplement it. As proposed, the system of expressways serving all parts of the city and the metropolitan area will provide radial routes to an expressway ring around the Central Area. The expressway ring together with distributor roadway rings will greatly facilitate perimeter circulation, allow access from all directions and divert through traffic from interior streets.

Automobile Parking

Construction of major automobile parking facilities will be required in the Central Area as more expressways are completed and as automobile registrations and traffic continue to rise. Peripheral locations adjoining the expressways and distributors and served by pedestrian conveyance systems to the core area are needed for long-term parking. In such locations and with perimeter circulation roadways, motorists could travel quickly around the Central Commercial District, park at the most convenient location, and still not travel on interior streets. In addition, it would be possible to use expressway air rights for parking site locations. Additional small capacity interior parking facilities would be desirable for carefully controlled short-term use.

Rapid Transit

Expansion of rapid transit facilities must proceed concurrently with the construction of a vast expressway network. Rapid transit was originally responsible for the development of a compact "Loop." Rapid transit is equally vital in maintaining this asset of compactness. Extension of existing rapid transit routes and the provision of additional downtown subway stations as proposed by CTA have been considered as a definite need. Expansion of the present system of tunnel access from subway platforms to adjoining buildings would also improve internal circulation.

Railroad Terminal Consolidation

Relocation of railway traffic from the several South Side railroad terminals primarily to a consolidated location west of the Chicago River would afford major benefits to the future of Chicago. With its accomplishment, such a relocation would release vast acreage for re-use and redevelopment. With development of this land to a higher and more economic use, the Near South Side could attian an entirely new residential environment. This concept is necessarily broad in scope, and detailed engineering studies will be required to determine its economic feasibility. Even if the costs of other consolidation schemes should be less, great weight must be attached to the superior advantages that this concept offers in terms of better over-all planning for the total needs of the community.

Transportation Center

In conjunction with the concept of railroad traffic relocation to the existing station area west of the river is the need for concurrent development of a transportation center serving to integrate the facilities of a railroad terminal, a downtown airlines terminal, a downtown heliport, and major automobile parking. In a peripheral location it could connect directly with expressways and rapid transit and reduce traffic congestion in the core. Large volumes of pedestrian traffic to the Central Area would be concentrated in locations where pedestrian transportation service might be economically provided.

Internal Circulation

Improved methods of internal circulation for vehicles, pedestrians, and freight are essential for the future development of the Central Commercial District. Several different concepts will be required for its varying needs:

1. Schemes to carry pedestrians from peripheral terminals to points within the Central Area. These are needed both in north-south and east-west directions.

2. Separation of pedestrians and vehicles through several different levels of access. These could be developed in the normal process of rebuilding in the Central Area.

3. New methods of freight handling and distribution. This could possibly result from development of the relatively unused resource of the Chicago Tunnel System.

Careful consideration must be given to each of these needs, and workable plans must be developed.

PROPOSED LAND USE

While several pressing decisions must soon be made that will greatly affect many separate parts of the Central Area, both in condition and type of land use, these decisions can only be based upon long-range land use objectives for the entire city. Simply stated, the Plan must:

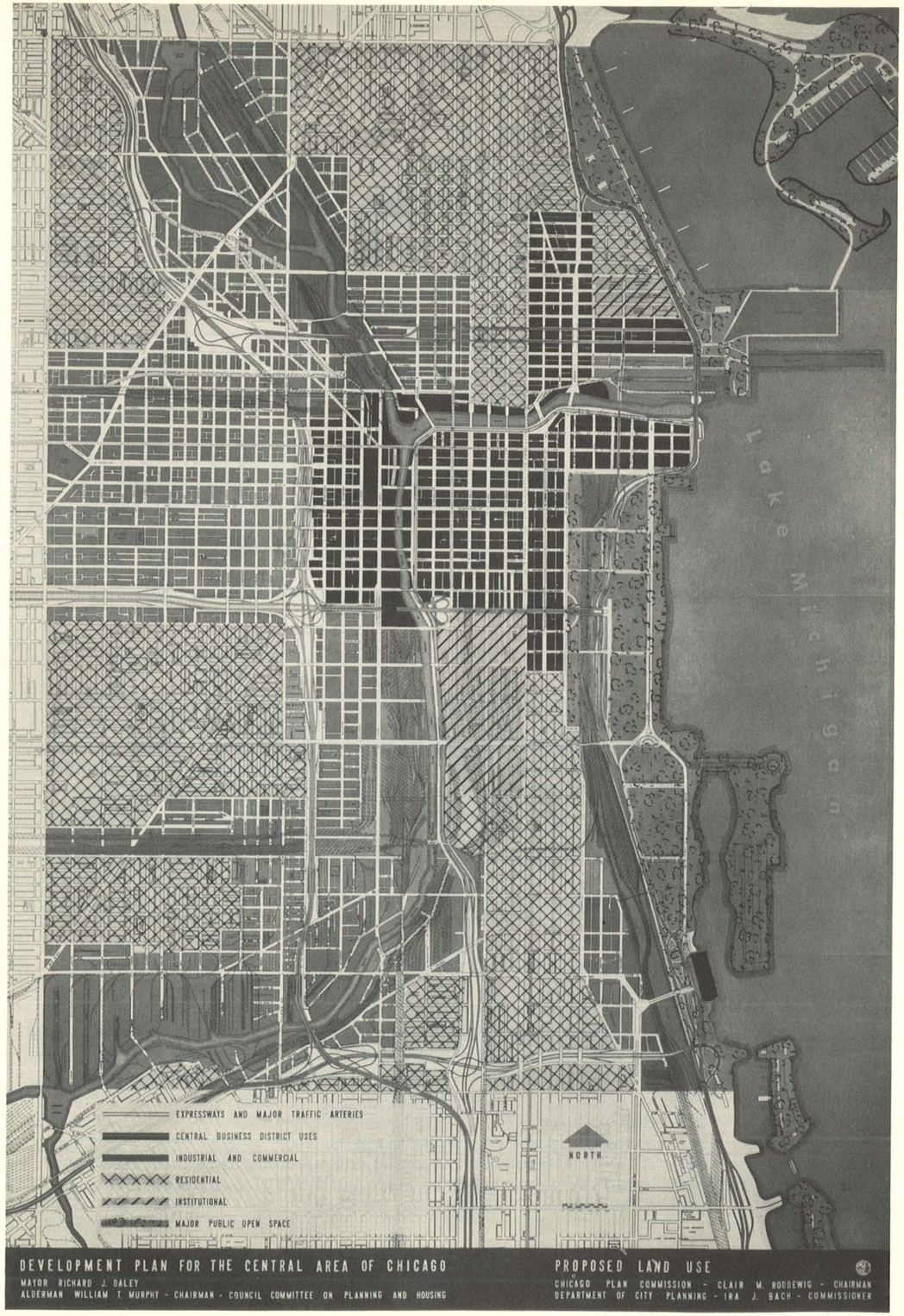
1. Eliminate blight wherever possible and replace it with a stable environment.

2. Provide for new and expanded functions of the Central Area while maintaining its stability and compactness.

3. Improve and expand public facilities to meet the needs of the community.

Based upon these objectives, the Plan has specifically considered future development of the Central Commercial District; a Government Center; a Campus for the University of Illinois in Chicago; Conservation, Redevelopment, and Housing; Recreation; and Downtown Port Facilities.

Comprehensive and final determination of limits and subareas to be allocated for office, retail shopping, and other uses cannot be made until additional studies are completed in future stages of the Central Area planning program.


Lake Michigan
EXPRESSWAYS AND MAJOR TRAFFIC ARTERIES
CENTRAL BUSINESS DISTRICT USES
INDUSTRIAL AND COMMERCIAL
RESIDENTIAL
INSTITUTIONAL
MAJOR PUBLIC OPEN SPACE
NORTH
DEVELOPMENT PLAN FOR THE CENTRAL AREA OF CHICAGO
MAYOR RICHARD J. DALEY
ALDERMAN WILLIAM T. MURPHY - CHAIRMAN - COUNCIL COMMITTEE ON PLANNING AND HOUSING
PROPOSED LAND USE
CHICAGO PLAN COMMISSION - CLAIR M. RODDEWIG - CHAIRMAN
DEPARTMENT OF CITY PLANNING - IRA J. BACH - COMMISSIONER

The Central Commercial District

Major projects have been so arranged as to encourage the maintenance of the boundaries within which the bulk of regional commercial activity now takes place.

Expansion, when needed, is predicted to occur primarily west of the Chicago River to a natural boundary of the Northwest Expressway, and possibly eastward over the Illinois Central Railroad yards north of Randolph Street. Continued improvement is also expected along North Michigan Avenue.

The Development Plan proposes that peripheral areas in need of redevelopment be devoted to uses that are primarily related to, but not part of, the main regional functions of the Central Area.

Government Center

Development of a Government Center to meet expansion needs and to centralize the related office of City, County, State and Federal governments is essential for good government and for the convenience of all citizens. It is highly desirable that new buildings be located on vacant or redevelopable land within the Loop in such a manner that:

a. Public convenience and comfort is greatly improved by making government offices more accessible, efficient, and attractive.

b. Compactness of the Central Commercial District is maintained and development is intensified.

c. Existing investment in the City-County and State of Illinois buildings is retained.

d. Existing patterns of land use in the Central Commercial District are not disturbed.

e. Pedestrian circulation is separated from vehicular traffic.

f. Additional public open space is provided.

University of Illinois in Chicago

Since the University of Illinois trustees have proposed to locate and develop a Chicago campus for undergraduate students, a strategically located site is urgently needed. It would be especially desirable for the future growth of the community and its people. A location in the Central Area would allow students of the University to utilize the facilities of mass transit, expressways, and major streets which converge here. Moreover, the extensive facilities of the Central Area would make available to students increased opportunities, culturally, educationally, recreationally. In addition, outlets would be provided for part-time employment. A most advantageous site for the University and the City would be the general area now occupied by the several South Side railroads. Its use is contingent upon relocation of the existing railroad terminals

in time to meet a building schedule that is feasible in the light of the large increase in enrollment to come in the early 1960's. It is also contingent upon redevelopment of certain blighted properties adjoining the railroad facilities.

Conservation, Redevelopment and Housing

One of the most important objectives of this Plan is to eliminate blight and create a desirable environment for people who wish to live or work in the heart of the city. Because of the large demand for housing, serving persons of all income levels, and because of the inherent living advantages of Central Area locations, the provision of major areas for residential use was deemed highly desirable. As part of a comprehensive program of urban renewal for the entire city, this Plan proposes to redevelop many blighted industrial and commercial areas surrounding the Central Area and in their place create residential areas. Provision has also been made for light industry and commercial uses that require a Central Area location.

Recreational Facilities

The proposed intensification of residential use and commercial activity in the Central Area, together with the increasing present demand for accessible and usable lake-front recreational areas, requires that this Plan also provide for expanded and additional recreational facilities. The redesign of existing recreational areas to make them more usable and more accessible for all Chicagoans is also needed.

SECTION II

PROPOSALS FOR SPECIFIC DEVELOPMENT

This Plan submits proposals for specific development in these major categories: Government Center; South Side Railroad Terminal Consolidation; University of Illinois in Chicago; Transportation Center; Conservation, Redevelopment and Housing; Traffic Plan and Automobile Parking; and Recreational Facilities.

This Plan calls for expenditures by private enterprise, the Federal Government and other governmental bodies as well as the people of Chicago, amounting to a total of $1-1/2 billion. It would be expended over a period of 22 years; thus, the cost of new capital improvements for each average year are expected to run under 2 per cent of the total capital value of the area.

This Plan is a practical working document of integrated proposals; yet, it depicts one of the most extensive urban development programs ever undertaken. Its cost is small, however, when related to the total investment in the area and its importance in terms of supporting the City's tax, economic and employment base. And its cost is small, too, when we consider the daily contribution it will make to the pleasure and welfare of all the people of Chicago.

TABLE OF PROJECTS AND PROPOSALS

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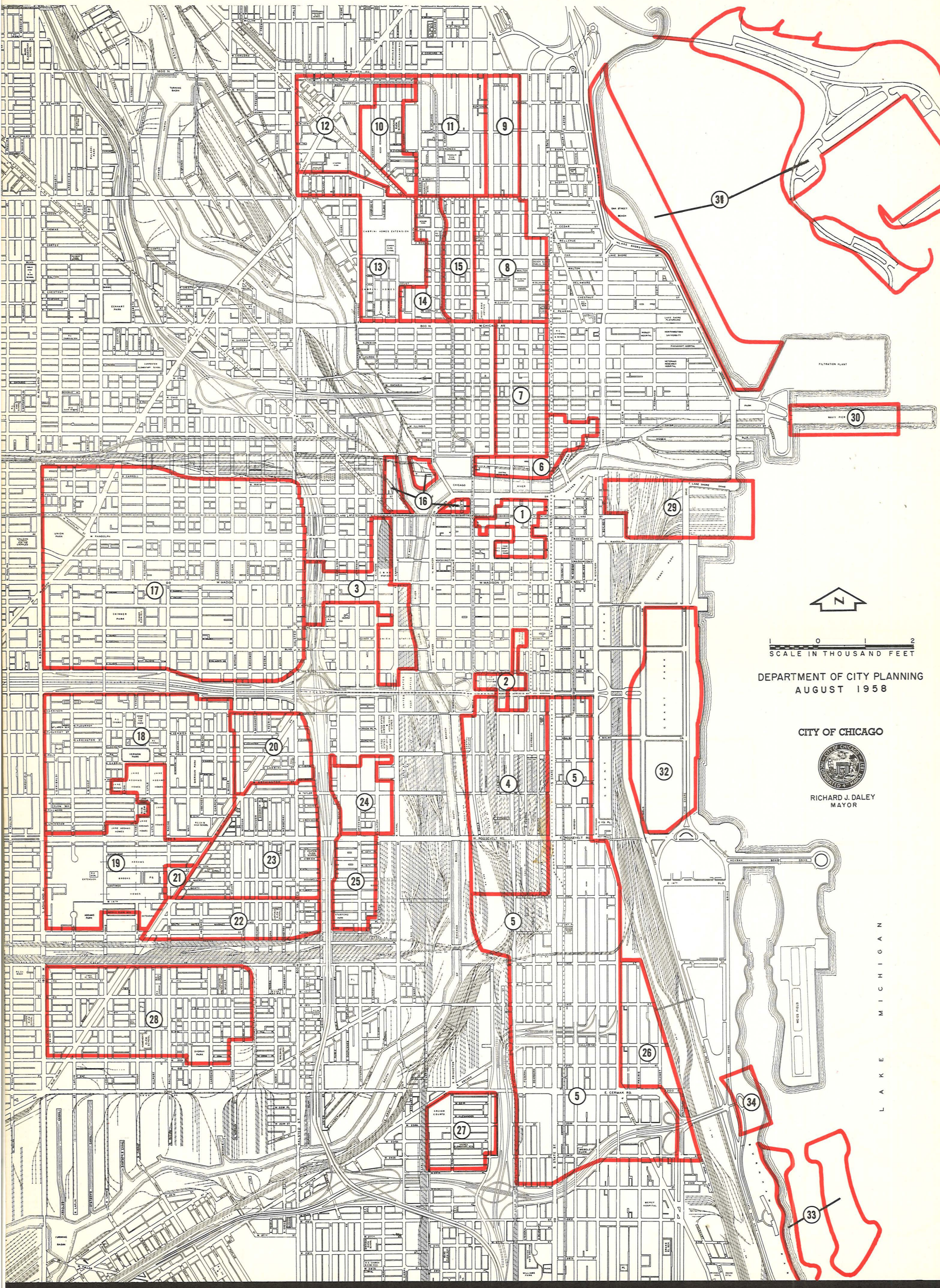
KEY:

CLCC, Chicago Land Clearance Commission
CHA, Chicago Housing Authority
CCB, Chicago Community Conservation Board



DEVELOPMENT PLAN FOR THE CENTRAL AREA OF CHICAGO

MAYOR RICHARD J. DALEY
ALDERMAN WILLIAM T. MURPHY - CHAIRMAN - COUNCIL COMMITTEE ON PLANNING AND HOUSING

PROJECT AND PROPOSAL AREAS

CHICAGO PLAN COMMISSION - CLAIR M. RODDEWIG - CHAIRMAN
DEPARTMENT OF CITY PLANNING - IRA J. BACH - COMMISSIONER

GOVERNMENT CENTER

To meet the essential needs of our citizens and the growing demand for more and better services of a steadily increasing urban population and economic expansion, governmental activities have expanded enormously.

Due to many factors, there has been a great lag in the construction of modern facilities to house the hundreds of governmental agencies with their thousands of employees. Further, many of our public buildings are deteriorating and located in areas that are congested and inconvenient for the public. Many of the governmental agencies in the Chicago area have reported that their present office space is inadequate for proper performance of their functions, and many government units have been forced to lease space because their quarters could not accommodate them.

All of these factors have tended to increase the cost of government to the taxpayer, and have resulted in uneconomical and inefficient operating conditions of government agencies.

There has been an urgent need for a new courthouse for many years. One of the reasons for the substantial backlog in our circuit and superior courts is due to the lack of courtroom facilities to house judges.

It is difficult to bring in judges who would help reduce the backlog because of the lack of courtrooms. This situation will be aggravated by the fact that more judges will be needed in the future. There is also a desperate need for modern quarters for juries. Because of overcrowding and the congestion in the present court facilities, it is difficult to provide for an atmosphere of dignity and respect which is fitting for the administration of justice. The Federal courts are faced with similar difficulties in the old building they now occupy.

Development schemes for new government buildings on both the north and south sides of the Loop are proposed in this Plan. With their realization, they would accomplish several objectives of the Plan.

First, the location of buildings in the proposals will contribute to conservation measures in the downtown area. Dilapidated buildings will be demolished and vacant land developed. Stable buildings will be preserved and their environment improved. New buildings will be constructed in stages only extensive enough to meet short-range needs of governmental units. Whenever possible, they will be located in areas of greatest existing dilapidation.

Second, the government center proposals will provide separation of pedestrian and vehicular traffic. A series of elevated pedestrian ways will link groups of buildings above street level, while sunken plazas will connect below street level and give direct access to rapid transit stations.

Third, public open space will be provided downtown on an economic basis. Civic plazas are proposed which can house year round public functions which, at present, disrupt normal traffic. Ringed and enhanced by restaurants, cafes, and specialty shops, these plazas could be the scene of ice skating, lunch hour band concerts, public gatherings and festivals on national holidays.

In detail, the two proposals for government building are described as follows:

Civic Center on the North

The irregular boundaries of this proposal generally extend to Wacker Drive, State, Washington, LaSalle and Wells streets. The present City-County Building and the State of Illinois Building form the nucleus of this development. Construction of the Civic Center will take place over a period of 12 years.

The plan proposes three new buildings as the first stage of development:

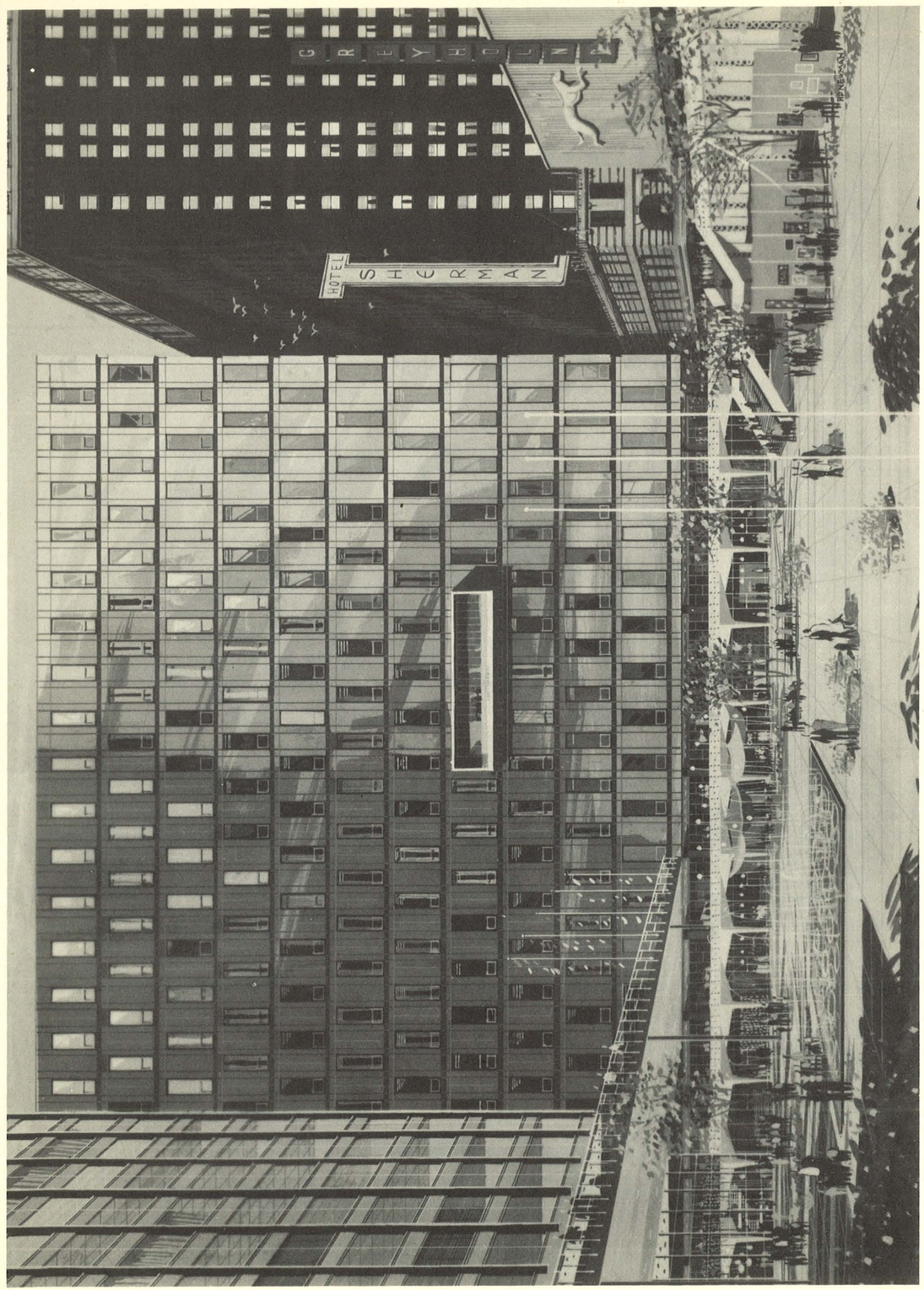
1. The first building to be constructed would be the Civic Courts Building on the vacant South half of the block bounded by Clark, Randolph, Dearborn, and Washington streets. Total cost will approximate 20 million dollars.

2. A multi-story building in that block fronting on Randolph Street and on the civic plaza will house certain municipal courts and county offices during the period of development, although ultimately it will contain only city offices. The total cost of land and building will approximate 17 million dollars.

3. The State of Illinois will expand on the remainder of the block north of its existing building and onto a smaller plaza. Total cost will approximate 4 million dollars.

These buildings will house present expansion needs --- 135,000 square feet for the City of Chicago, 398,000 for Cook County, and 71,000 for the State of Illinois. The removal of the courts from the City-County Building will allow other offices to expand within that building.

Additional needs anticipated for 1970 are: 240,000 square feet for the City, 480,000 for the County, 120,000 for the State, and 170,000 for other local government agencies. The total cost of these structures will be approximately 41 million dollars. These later stages include:



RENDERING BY H. D. NEWMAN

GOVERNMENT CENTER - CIVIC PLAZA

View is looking West from Dearborn Street between Washington and Randolph Streets. The plaza in the foreground is part of new public open space to be provided with the development of a Civic Center. At the extreme left is a new Civil Courts Building, in the center is a remodeled City Hall-County Building. Separation of pedestrians and vehicles is provided by three levels of access seen above, below, and at the street level.

1. A new building immediately north of the Sherman Hotel for the State of Illinois and local government offices. In addition, it will provide seven decks of parking---four below grade, accessible from the lower level of Wacker Drive, and three above grade.

2. A tower above the Greyhound Bus Terminal to provide additional office space for the City of Chicago. Footings of this building were originally built to allow construction of a tall building over the present structure.

3. New buildings in the block bounded by Dearborn, State, Washington, and Randolph streets to house additional Cook County requirements.

Another feature of this North Site proposal provides for the eventual redesign of the exterior of the City-County building, in order to conform to the remainder of the Civic Center.

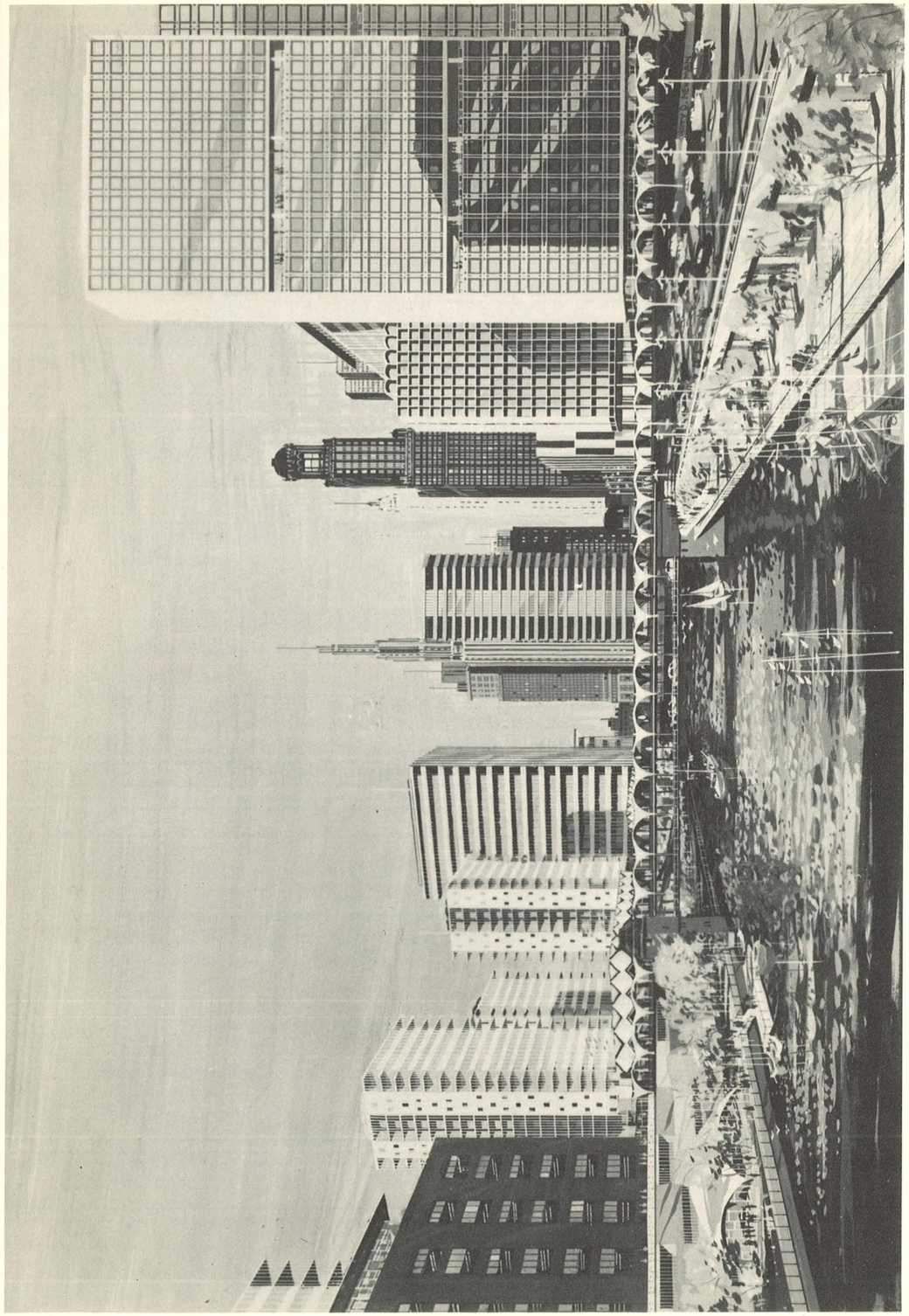
As part of the North Civic Center, major construction of Federal Offices is proposed along Wacker Drive between LaSalle, State and Lake streets. While retaining the LaSalle-Wacker building and the city parking garage, the Plan proposes a federal building with 1,500,000 square feet of office space. The building will take the form of a low base extending over the entire site and bridging over Clark and Dearborn streets, with four towers rising 20 stories to match the existing character of Wacker Drive. This area will be ideal for those Federal agencies that are visited by the general public and that are related to work of local governmental agencies.

Part of this Federal development proposal is a scheme for the beautification of its river frontage. An objective of this plan is to reclaim, beautify, and make usable for the people the river front within the Central Commercial District. A typical example would be the relocation of Heald Square to the riverbank from its present inaccessible location in the middle of Wacker Drive.

Because this scheme retains existing theaters in the area, they will be integrated into the center and thus give it both activity and illumination at night, instead of the deserted scene found in so many civic centers. An aesthetic environment would be created which would not be rivaled by any American city.

Federal Center on the South

Federal government offices located in Chicago have greater space needs than all other governments combined, and only half of their needs would be accommodated in the North Loop proposals. The other half would be met by a scheme that has been developed for the south side of the Loop centering on the site of the existing Federal Building and also along the north frontage of Congress Street.



RENDERING BY H. D. NEWMAN

GOVERNMENT CENTER - RIVERFRONT

View looking East from LaSalle Street Bridge. First two buildings in right foreground are Federal buildings included in the proposed new Government Center. In the background (right) is the existing Pure Oil Building located at Wabash and Wacker Drive.

Across the street and in the center of picture is the Executive House which is now under construction. Entire group of structures on North bank of the river (left) would be part of the proposed Ft. Dearborn Plaza. These would be residential and institutional buildings. Landscaping and beautification projects are shown on riverbank plazas.

A new Federal Courts Building with 300,000 square feet is proposed for the site of the existing Federal Building. The remainder of that block would be developed with a formal Federal Plaza suitably landscaped, with a dramatic fountain. The U. S. Court of Appeals could also be located in this block.

The balance of Federal office space needs would be accommodated in the area between VanBuren and Congress streets from Dearborn Street to Wells Plaza. These offices in the form of a low building with five high towers would serve the Federal agencies now located and oriented on the south side of the Loop. This proposal which provides 1,000,000 square feet of space also has been developed in such a manner that stages of the plan can be built to meet short-range needs and thus not disturb the existing market for office space.

This location for Federal office space on land in the south part of the Loop retains and stabilizies the existing land use relationship which has been established over many years. It also offers excellent transportation similar to the North Loop proposal and provides an opportunity for a dramatic visual development on the South Gateway to the Chicago Loop.

The Federal buildings on the north and the south will involve an expenditure of $98,000,000.

The total cost of the entire government center development, including City, County, State and Federal, would amount to $180,000,000. It would be developed over a period of 12 years. Rental costs for these buildings are expected to amount to $5.50 per square foot, which would cover debt service, interest charges and all operating costs.

SOUTH SIDE RAILROAD TERMINAL CONSOLIDATION

The present railroad terminals on the South Side, which were constructed more than fifty years ago, have contributed to the growth of blight and decreased land values in adjacent areas. They have obstructed the continuity of public roads and streets and created traffic congestion.

In 1957, the first major step toward solving Chicago's fifty year old problem of railroad terminal conslidation on Chicago's South Side was taken by the creation of a Railroad Terminal Authority.

Consolidation of these facilities by the Railroad Terminal Authority will permit new development of the South Side, open streets and valuable land and make way for a new era in Chicago's residential and commercial life.

The Plan proposes to relocate the terminals to several south side railroads. The bulk of the South Side rail traffic will be relocated to the existing Union-Northwestern station area.

Some suburban commuter service will be shifted to the Illinois Central Railroad tracks and stations in Grant Park east of Michigan Avenue.

UNIVERSITY OF ILLINOIS IN CHICAGO

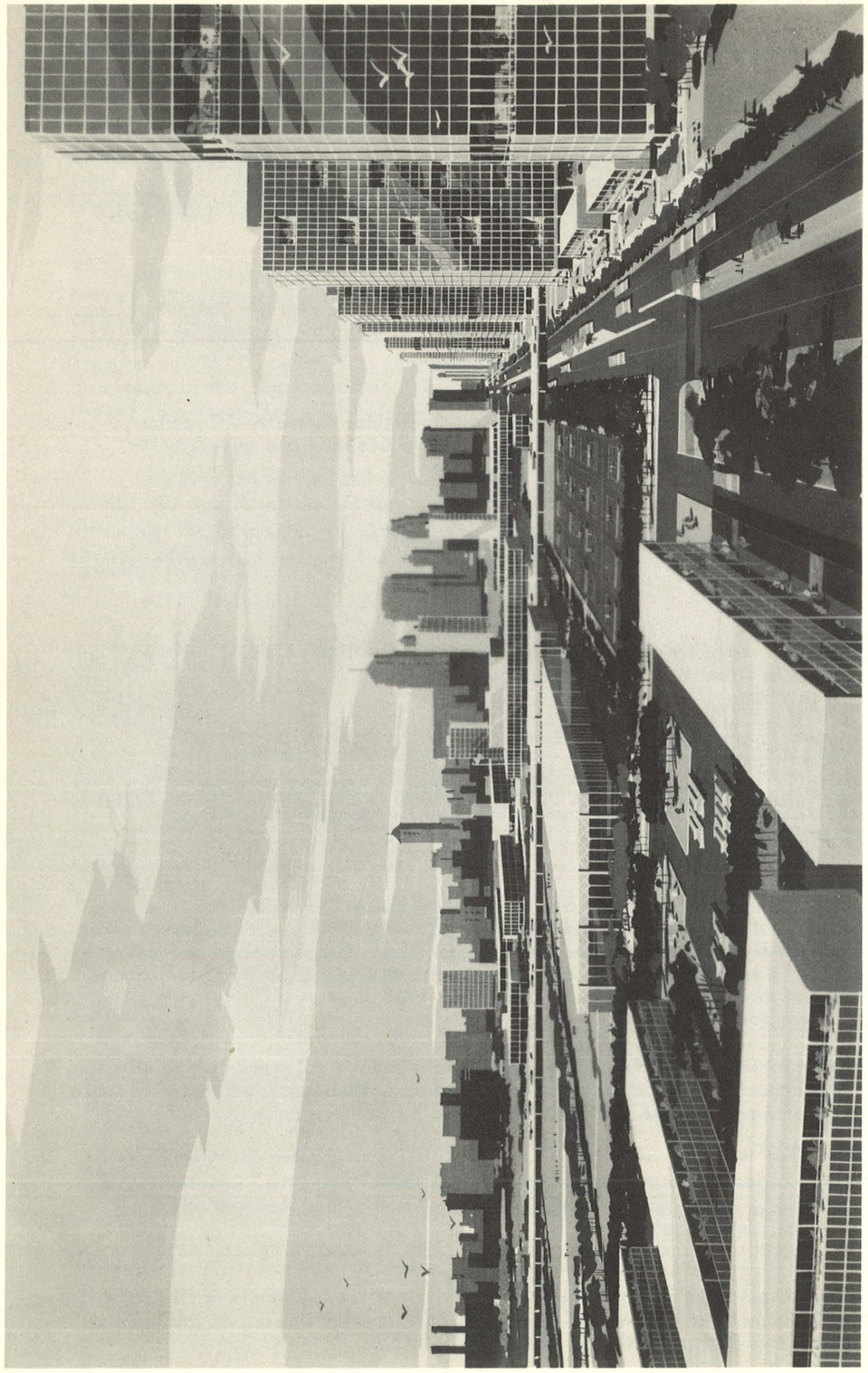
The University of Illinois Trustees have proposed the establishment of a four-year Undergraduate Division in the Chicago area to supplant its two-year facilities now located at Navy Pier.

The University must get ready for a substantially expanded teaching load requiring a great increase of existing facilities. The high birth rate of postwar years has caused overcrowding in elementary and high schools at the present time. Great numbers of these students will soon be seeking admission to colleges. The absolute capacity of the educational facilities at Navy Pier will be exceeded before 1963.

The present facilities at Navy Pier are inadequate and are not conducive to effective education. The classrooms, laboratories, offices, and other facilities, are housed in space which was originally a warehouse.

Noise and congestion caused by conventions and exhibits and the increased use of Navy Pier for docking and cargo handling further point up the need for more suitable surroundings for the educational program.

More than 50 percent of the anticipated enrollment at the University of Illinois will come from the Chicago area. There is a vital need for a location that would adequately serve the requirements of these students.



RENDERING BY A. FRANCIK

UNIVERSITY OF ILLINOIS

View is looking North from 14th Street. Thoroughfare on right is an improved State Street (Boulevard). Structures on West side of State Street (left) are part of proposed campus facilities-classrooms, laboratories, and recreational facilities. High rise housing for middle and upper income families is shown East of State Street and extending North to Congress Street. In the background can be seen buildings of the Loop.

This Plan proposes a site for the Chicago campus in the area south of Congress Street to 14th Street and between the Chicago River and State Street.

Its use is contingent upon the relocation of existing railroad facilities in time to meet a building schedule necessitated by the expected increase in enrollment. It is also contingent upon redevelopment of certain blighted properties adjoining the railroads.

The University development of this 130 acre site would not only serve its educational purpose, but it would accomplish several objectives which would be extremely beneficial to Chicago:

1. It would assist in the large scale redevelopment of vacated railroad land and blighted portions of the area immediately south of the Loop. The University campus on the south would increase the desirability of its surroundings much as Grant Park enhances Michigan Avenue and its vicinity. It would contribute to development of new residential districts south and east of the proposed site, both because of the market that it would generate and the environment it would create.

2. The location of institutional and residential uses on the south border of the existing Central Commercial District will act as an anchor to contain further southward commercial expansion. Thus, the desired compact composition of the Central Commercial District will be maintained.

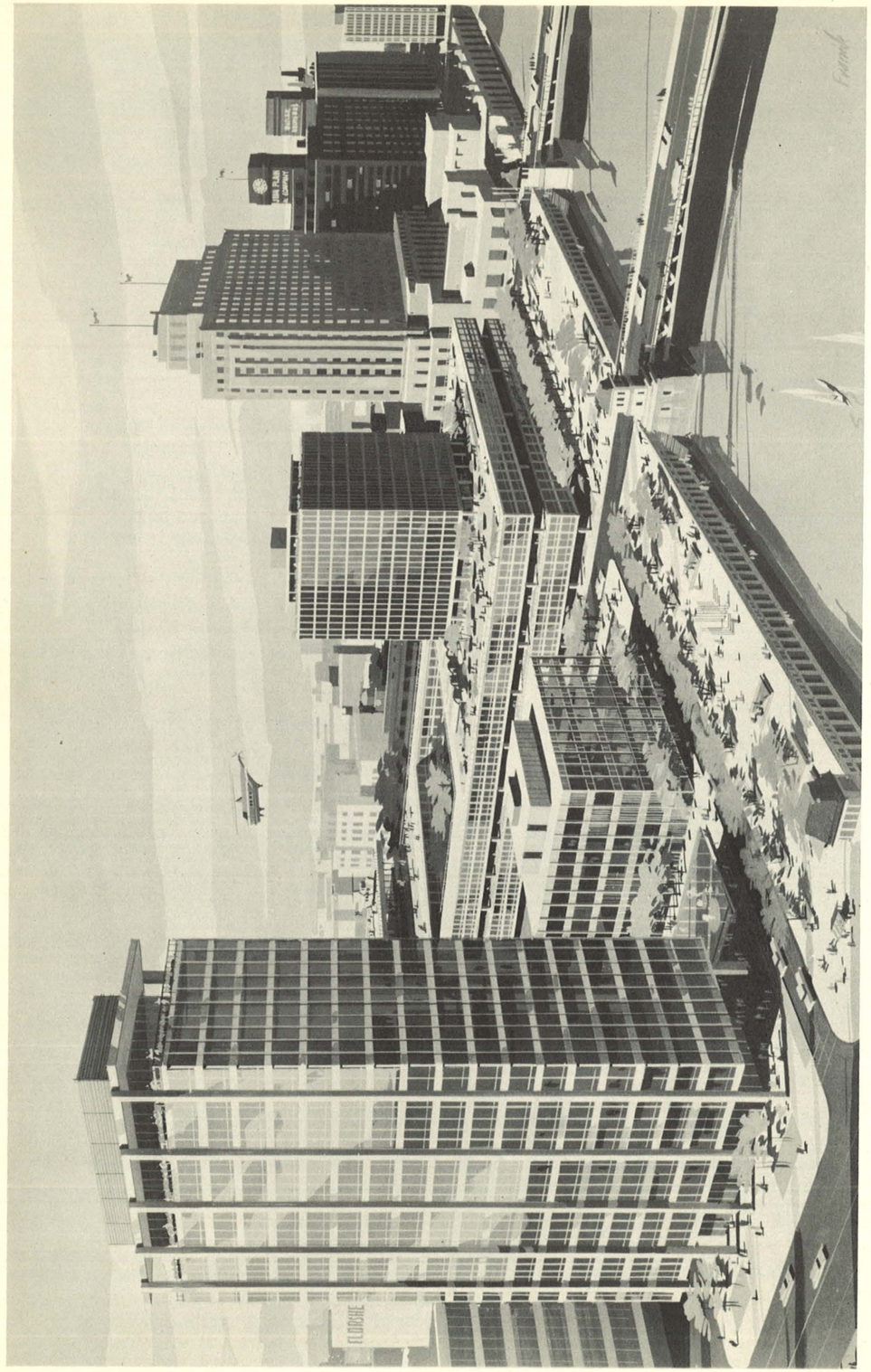
3. Concurrent with development of the campus would be the improvement of access from the South Side to the Central Area through construction of the Franklin Street Expressway and improvement of State Street.

This location is also highly desirable for the University and its students. It is near the Art Institute, the Crerar Library and Chicago Public Library, the Museum of Natural History, the Planetarium, and the recreation facilities of Soldier Field, Grant Park, and Lake Michigan. It is also close to opportunities for part-time student employment.

Location of the University adjacent to the downtown area would create good possibilities for the development of a grouping of cultural activities. The University environment, its personnel and student population, and the large number of new close-in residents would jointly benefit from and support many such functions.

In this site, the University would be accessible to students and faculty and University employees living throughout the entire metropolitan area. All routes of the expressway system and the suburban railroad service converge here, and all existing rapid transit lines immediately adjoin the site. With the development of the Wells Street subway, another route would directly serve the University.

This location presents many problems of timing (because of the large increases in college age students to come in the early 1960's), of land acquisition, and of cost; but if these could be solved, the establishment of the University of Illinois here would provide a most convenient and attractive campus for the metropolitan area's students. It would also greatly assist the Near South Side in reaching its highest level of potential development.



RENDERING BY A. FRANCIK

TRANSPORTATION CENTER

View is looking North from Adams Street, along the bank of the Chicago River. Proposed structure in the left foreground is a 21-story office building. A six-story office building is behind it and facing on Monroe Street. In the center, on the block bounded by Madison Street and Monroe Street is the Airline Terminal Building which houses airline facilities, a modern hotel, and a heliport. North of Madison Street are the existing Daily News Building, the John Plain Building, and the Butler Bros., Building.

A proposed consolidated railroad terminal, located on the present site of the Union Station, and the existing North Western Station, are the two remaining structures included in the proposed Transportation Center.

TRANSPORTATION CENTER

A transportation center, providing convenient access to and from all modes of travel in one location, will be developed immediately west of the Central Commercial District.

Congestion of vehicles and pedestrians will be relieved by facilities providing efficient traffic movement, loading, unloading, and transfer.

The center will incorporate a railroad terminal, downtown airlines' terminal, heliport, a bus terminal for the Chicago Transit Authority, for airport limousines and intercity carriers, and major automobile parking facilities. It will connect directly with rapid transit lines and conveyance facilities for pedestrians. Its development along Madison Street will provide direct connection with the expressway system and also eliminate an existing blighted area.

Major existing buildings in the area will be retained. The transportation center will create a market for new commercial and service facilities. Additional private construction is likely, with some buildings possibly utilizing railroad air rights.

When the South Side railroad terminal facilities are consolidated, a major share of the existing traffic will be diverted to the area of the Union and Northwestern stations. Structural changes will probably be required at the track level of Union Station, to provide for increased use.

By eliminating part of the main floor of Union Station, the present "dead ended" operation could be converted into a more efficient "through" type operation. The Milwaukee Road tracks on the north end of the station could be connected with the tracks of the Burlington Railroad, the Pennsylvania Railroad, and others on the south.

At a relatively low cost, the trackage of the Northwestern Railway could also eventually be tied in with this system.

Expanded passenger station facilties are proposed at a mezzanine level above the tracks. Closely spaced escalators, elevators, and ramps could be used to provide access from the tracks to the station and other transportation.

The combined downtown airlines' terminal would include ticketing, check-in, and baggage service for passengers going from downtown to airports. This would save time and effort for the air traveller, who now must arrive a half hour early at the airport to check in.

Airport limousines could travel by expressways direct from the downtown terminal to O'Hare Field along Northwest Expressway and most of the way to Midway Airport along the Southwest Expressway. Future rapid transit and railroad service to O'Hare Field from the airlines' terminal could be developed when needed.

The proposed heliport would allow frequently scheduled air service direct to downtown from Midway Airport, O'Hare Field, and suburban areas. This development would probably supplant existing flights to Meigs Field. Long range needs for a third major airport will probably dictate the shift of Meigs Field to a new lake front location somewhat farther from shore in an area with greater room for development.

These transportation center proposals have been developed in such a manner that separate parts can be constructed independently, as they are needed.

CONSERVATION, REDEVELOPMENT AND HOUSING

Probably the most important objective of this plan is to provide new housing facilities for 50,000 families of every income level in the areas close to the heart of the city. The development of such a vast housing program will involve major changes in land use on all sides of the Central Commercial District. There will not be extensive displacement of families required in the redevelopment program, however, since the land involved is to a large extent now used for non-residential purposes. Relocation, as needed, will be carefully conducted by authorized agencies, and in all cases the shift will be made to standard housing. It must also be remembered that this is a long-range program projected to 1980, and that changes will occur only through a process of carefully planned stages, and as part of a comprehensive urban renewal program being conducted simultaneously in many parts of the City.

At the present time, most of the close-in areas are in degrees of physical condition ranging from stable to blighted. Thus, four basic challenges confront the community if it is to provide close-in housing. These are:

.... It must eliminate those areas which are blighted.

.... It must create a stable social environment.

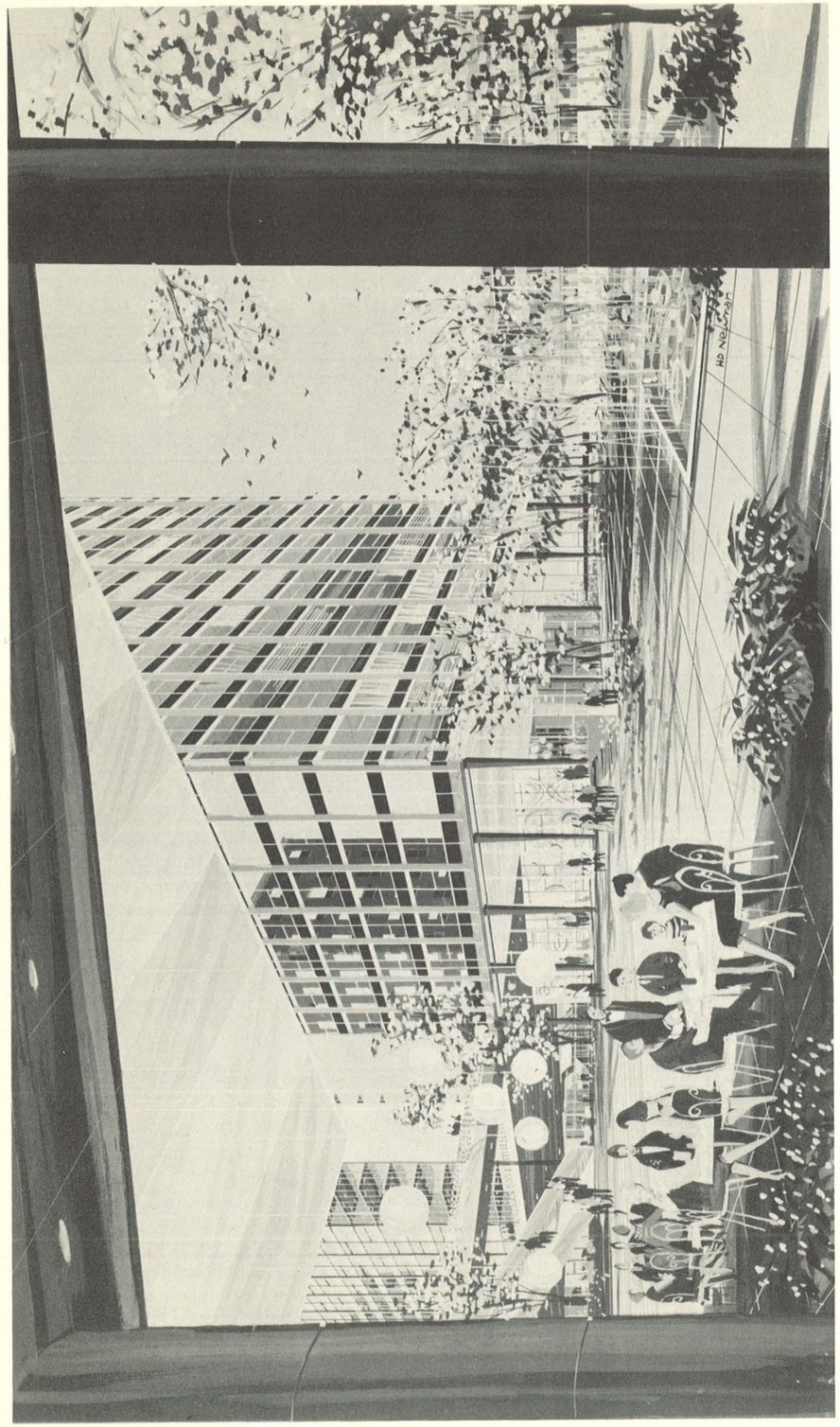
.... It must coordinate circulation and transportation facilities with the residential areas.

.... It must preserve elements which contribute to the stability and unique character of neighborhoods.

The city agencies concerned with redevelopment and conservation have already made substantial progress in halting and eliminating blight. Vast areas have been rebuilt with new housing for a wide range of income levels. In addition, conservation programs are being developed to preserve some of the city's finest, but middle-aged, neighborhoods. This Plan will make the fullest use of our expanded program, using all of the known urban renewal techniques, by public and private organizations, and developers under provisions of federal, state, and local urban renewal and housing legislation.

As requirements dictate, the new residential areas will contain adequate provisions for community facilities. Most important is the preservation and new development of churches and schools. Thus, the social and cultural needs of the people are given emphasis along with their physical requirements.

Since all parts of the Central Area are heavily traveled with commuter traffic, many trafficways must continue to pass through both the existing and proposed residential areas. This has the effect of creating relatively narrow separated strips of land for redevelopment purposes. In order to provide a definite link between adjoining areas, the concept of pedestrian and vehicular separation at regular intervals has been developed.



RENDERING BY H. D. NEWMAN

THE NEW RESIDENTIAL ENVIRONMENT

An example of proposed apartment buildings and town houses grouped around residential squares, with changes of level connecting overhead pedestrian ways. Convenience shops and cafes are found beside landscaped gardens and fountains, and playgrounds for small children.

Elevated plazas can serve this function. They can also house parking facilities and covered shopping space and recreational areas. In addition, these bridges can afford visual relief from the monotony of the grid pattern. The new residential environment is characterized by an integrated complex of varying structural types, grouped in turn around a series of squares and elevated plazas. The over-all effect is to produce a pedestrian character throughout the new areas.

This plan proposes the creation of new residential communities, offering housing to all income levels, but with special emphasis on the needs of the middle income groups who wish to live in areas close to the heart of the City.

Another important objective of the Plan is to provide space for industrial and commercial uses that require a location in the Central Area. Proposed redevelopment will make it necessary for a number of existing activities on the periphery of the Central Area to move. Those which have no economic reason to occupy land in the area will probably move to outlying locations. Careful consideration must be given to the provision of space for those businesses that need to maintain their operations close to related functions in the center of the city. This Plan has provided space for these needs as well as for residential use. The specific proposals include:

North of the Chicago River

Many parts of the Near North Side have a unique character of their own, and the proposals outlined in the accompanying panels endeavor to preserve the better elements of the area's environment.

Proposals for residential development generally envision a variety of dwelling types, ranging from efficiency units in the close-in areas, to 3- and 4- bedroom units in the peripheral areas.

The high-rise apartment buildings are located around the squares and plazas, with the medium rise and duplex buildings arranged in landscaped courts. An additional housing type on the Near North Side will be the studio apartments, designed to preserve the area's reputation as an art center. Neighborhood shopping centers, supported by convenience stores, will be located throughout all developments. A description of specific projects and proposals follows:

A major consideration of this Plan has been the development of recommendations pertaining to the area of the "Fort Dearborn Proposal." Originally submitted by a group of private sponsors, this proposal recommended redevelopment of an area north of the Chicago River to Chicago Avenue, and generally lying between State and LaSalle streets. The Development Plan concurs in their recommendation for redevelopment and proposes its re-use in the following manner:

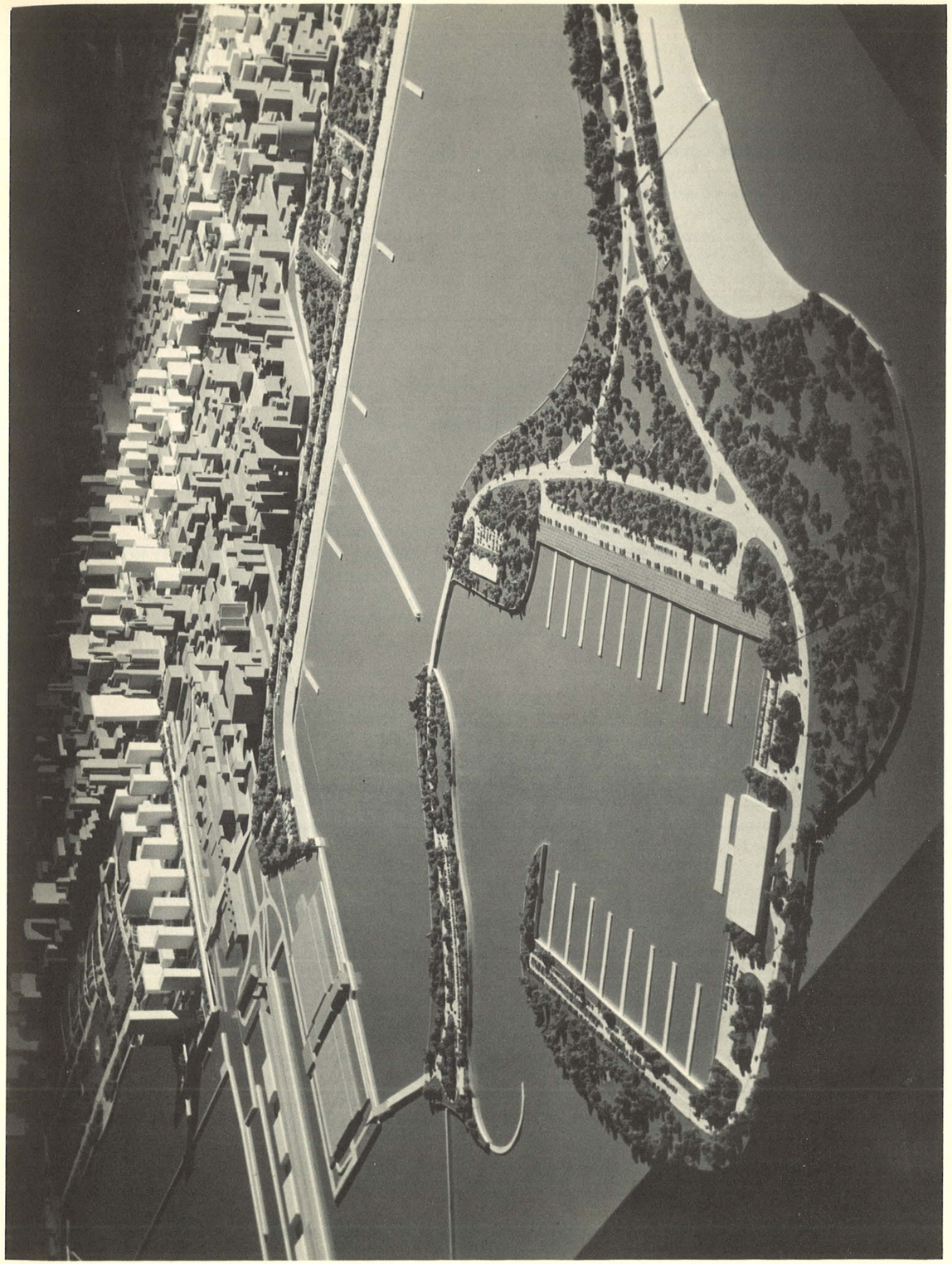


PHOTO BY ARTHUR SIEGEL

NORTH SIDE PROPOSALS

View looking southwest shows the new island and beach proposals for the lake front between Grand and North avenues. New housing and redevelopment proposals for the Near North Side can be seen in white just beyond the existing residential areas along the lake front.

1. The development of a Fort Dearborn Plaza along the north bank of the Chicago River connecting Michigan Avenue to the Merchandise Mart. The Chicago and North Western Railway could continue to operate under part of these plazas, with parking structures occupying the remaining space. Above the plazas between Wells and State streets, would rise a series of efficiency and one-bedroom apartments. The river bank is developed as a park, connecting beneath the bridges and offering potential sites for cultural and quasi-public buildings. Between State Street and Michigan Avenue, an office area for institutional uses is proposed. Also as part of this scheme, is a plaza location for the proposed Fermi Memorial.

2. The remainder of the Fort Dearborn Proposal area between LaSalle and State streets, Kinzie to Chicago Avenue, is planned for residential uses. Some institutional buildings are to be retained and shopping facilities added.

The stable institutional area surrounding Washington Square currently forms the focal point for planning studies being sponsored by private organizations. Potential sites for further institutional buildings in this vicinity are being explored; however, the majority of the planning area is proposed for residential uses. Limited redevelopment will be required.

Areas under study by city agencies for redevelopment and conservation include the following:

1. The Chicago Land Clearance Commission's North Clark Street project will contain about 1,650 new housing units in addition to retail facilities. These will comprise high-rise, medium-rise, and garden apartments, as well as town houses.

2. Another area under study by the Chicago Land Clearance Commission fronts onto Clybourn Avenue, north of Division, and will consist of residential and commercial uses.

3. Application will be made for a Neighborhood Redevelopment Corporation for the area immediately adjacent to this project and surrounding the Town and Country Garden Apartments. The Corporation will undertake conservation and limited clearance measures to stabilize the area.

In the area generally surrounding Ogden Avenue and Clybourn Street redevelopment is proposed for residential use. Because of the large public housing projects to the south, portions of this proposal area are suggested for public housing sites. Bounded by Halsted Street, North Avenue, Sedgwick, the elevated structure, Mohawk, Blackhawk, Larrabee, Clybourn, Division, and Scott Streets, this area was indicated as blighted in 1952 studies by the Chicago Plan Commission.

It is also suggested that the area between the existing Cabrini Homes public housing area and the elevated structure, Chicago Avenue and Division Street could best be utilized for an expansion of public housing.

The preceding proposals could provide 19,500 dwelling units for all income levels and at the same time eliminate blight and preserve desirable residential environments.

In addition to these residential proposals, two non-residential areas are proposed:

1. An area of land between Chicago Avenue, Division Street, Wells Street and the "L" tracks is planned for short-range conservation as a light-manufacturing district. At present, this character is established by several substantial and stable manufacturing buildings. The long-range projection for this area, however, proposes residential land use.

2. A several-acre site on Wolf Point, now used as a parking lot is proposed for redevelopment. A mixed type of commercial and cultural development could well take advantage of this exceptional site. The redevelopment should include sites on the west and southeast banks of the river opposite Wolf Point and contain some public uses such as a small park and esplanade along the river bank.

West of the Central Commercial District

Redevelopment and conservation for residential, industrial, and commercial uses are proposed for the area bounded by Ashland Avenue on the west, the railroad yards at Carroll Avenue on the north, and Northwest and Congress Expressways and the Chicago River on the east and the railroad yards at 15th Street on the south. Congress Street and the South Expressway split the area into three major categories.

North of Congress Expressway, limited redevelopment and conservation for light industrial and commercial uses are proposed for the entire area between Ashland Avenue and the Northwest Expressway and north to Carroll Avenue.

These uses already predominate in this sector. It includes, however, blighted residential portions and submarginal commercial and industrial development that should be cleared. The land could be made available for construction of modern buildings, with adequate off-street parking and loading space.

South of Congress Expressway and west of the South Expressway, the major land use will be for residential purposes. Several redevelopment projects in various stages of completion now occupy much of this land. They are serving to stabilize the area as a residential neighborhood. These projects include:

1. The Community Conservation Board's Near West Side project covering 237 acres. Its general boundaries are Ashland Avenue, Congress Expressway, Miller Street

PHOTO BY ARTHUR SIEGEL

WEST SIDE PROPOSALS

View looking east from Ashland Avenue and Washington Street. In the foreground are conservation and redevelopment proposals. The existing Congress Expressway can be seen on the right leading to the Halsted Interchange and the Loop in the background. Other housing and redevelopment proposals surround it on all sides. In the center of the picture the proposed Transportation Center is seen with its rail, air and parking facilities.

and Roosevelt Road. Code enforcement action will help to rehabilitate this existing neighborhood. New community facilities, such as expanded school and playground sites and street improvements, will be provided. A limited number of substandard buildings will be demolished.

2. Five projects of the Chicago Housing Authority in which a total of 3,639 dwelling units exist or will shortly be completed. Among these are the Abbott Homes, Addams Homes, Brooks Homes, Loomis Courts and the Roosevelt-Blue Island Projects.

3. Two projects of the Chicago Land Clearance Commission in advance stages of preparation. The Harrison-Halsted Project covers 55 acres. It will include new multi-family residential development and a limited amount of new commercial development. Existing sound commercial and industrial structures at the eastern end of the project are to be retained. The Thirteenth and Blue Island project, covering four acres, will provide a local shopping center for the residential area surrounding it.

This Plan has designated an area for expansion of the South Water Market, Chicago's major fresh fruit and vegetable terminal. Since the location of other market areas will possibly be affected by redevelopment, study is needed to determine the desirability of their relocation and consolidation in an expanded South Water Market. The area could result from the clearance of the predominantly blighted residential portion north and east of the present terminal. When completed, the terminal area would extend north to 14th Street and east to the South Expressway.

Land directly north of the envisioned South Water Market is also proposed for clearance of its present blighted, primarily residential, uses. This area, bounded by Arthington, Blue Island, 14th Street, and the South Expressway, is shown rebuilt with multi-family housing and necessary supporting community facilities. The present business development at Roosevelt and Halsted is to be expanded and modernized as a major shopping district.

Altogether, these new proposals could provide for almost 4,000 dwelling units on the Near West Side.

East of the South Expressway, redevelopment is now under way for industrial and commercial uses. The Chicago Land Clearance Commission is undertaking two projects here. The West Central Industrial District is generally bounded by Roosevelt Road, Canal Street, Polk Street, and the South Expressway. The Roosevelt-Clinton project adjoins it on the south and is bounded by Roosevelt, Clinton, 15th Street, and the South Expressway.

South of Congress Street, East of the Chicago River

The Near South Side, from the New York Central Railroad east to Lake Michigan was once the city's most fashionable residential area. Changing population and land uses have affected the physical character through this section. Today, it is a mixture of low-grade commercial and industrial uses, railroad yards, and substandard housing.

The location of this area gives it great potential for residential development. It is close to the Central Commercial District and to the lake front. It could, therefore, be as desirable a living area as the Near North Side is today.

With the relocation of the South Side railroad terminals and with development of the University of Illinois in their place, the new campus environment would provide a great

impetus to private housing construction. This Plan proposes residential land use redevelopment for the area south and east of the University site, from Congress Street all the way to a boundary formed by a proposed Southwest Expressway connection to Lake Shore Drive at 25th Street.

Existing land use as evidenced by the 1952 Land Use Survey indicated that about 18 per cent of its gross area was either vacant or devoted to residential use, while only about 20 per cent, was devoted to commercial and industrial uses. The balance was given to railroad properties and public uses. The area is not, then, under heavy use by manufacturing and business concerns.

While this plan proposes that most of the land be changed to residential use, an exception is the proposed expansion of the substantial printing and publishing firms near Cermak Road into a Graphic Arts Center.

Conservation as well as large-scale redevelopment is proposed in the implementation of the Plan. In the Pilsen Community west of the river and in the Wentworth-Cermak area, planning activities will be directed toward maintaining their distinct character through conservation and limited redevelopment measures.

In general, the basic objective of the Plan will be to provide diversified housing types for as wide a range of persons as possible. Close to the Central Commercial District will be high-rise buildings, containing efficiency units, for single persons, small families, and older couples. Farther south will be homes for larger families, with more low-rise buildings and garden apartments. A total of 23,000 new units are proposed in this portion of the Plan.

This new environment on the Near South Side would provides homes for thousands of families on land that is within walking distance to the Central Commercial District and lake front parks and beaches. This land is not now realizing its greatest potential.

East of Michigan Avenue

Consideration has been given in this Plan to recommendations for the development of the Illinois Central Railroad yard and freight terminal area east of Michigan Avenue and north of Randolph Street to the Chicago River. Because of the high costs of both obtaining and building over air rights, potential developers have proceeded very slowly in this area. This Plan proposes designation of the area east of Michigan Avenue to the shore of Lake Michigan for Central Commercial District uses, which include hotesl and apartment hotels.

While such development may occur at a slow rate, the objective of its ultimate development at this high use is part of the Plan. Such development would not interfere with railroad operations at the ground level, but it might preclude future port development on the lake front south of the Chicago River.

This Plan however recommends complete development of eight berths at Navy Pier if feasible and if required by increased St. Lawrence Seaway traffic. This action is recommended prior to further consideration of development south of the Chicago River.

The Plan also provides for the improvement of access to Navy Pier through the development of a distributor roadway system and improvement of Illinois Street. These facilities could accommodate all traffic generated by Navy Pier improvements.

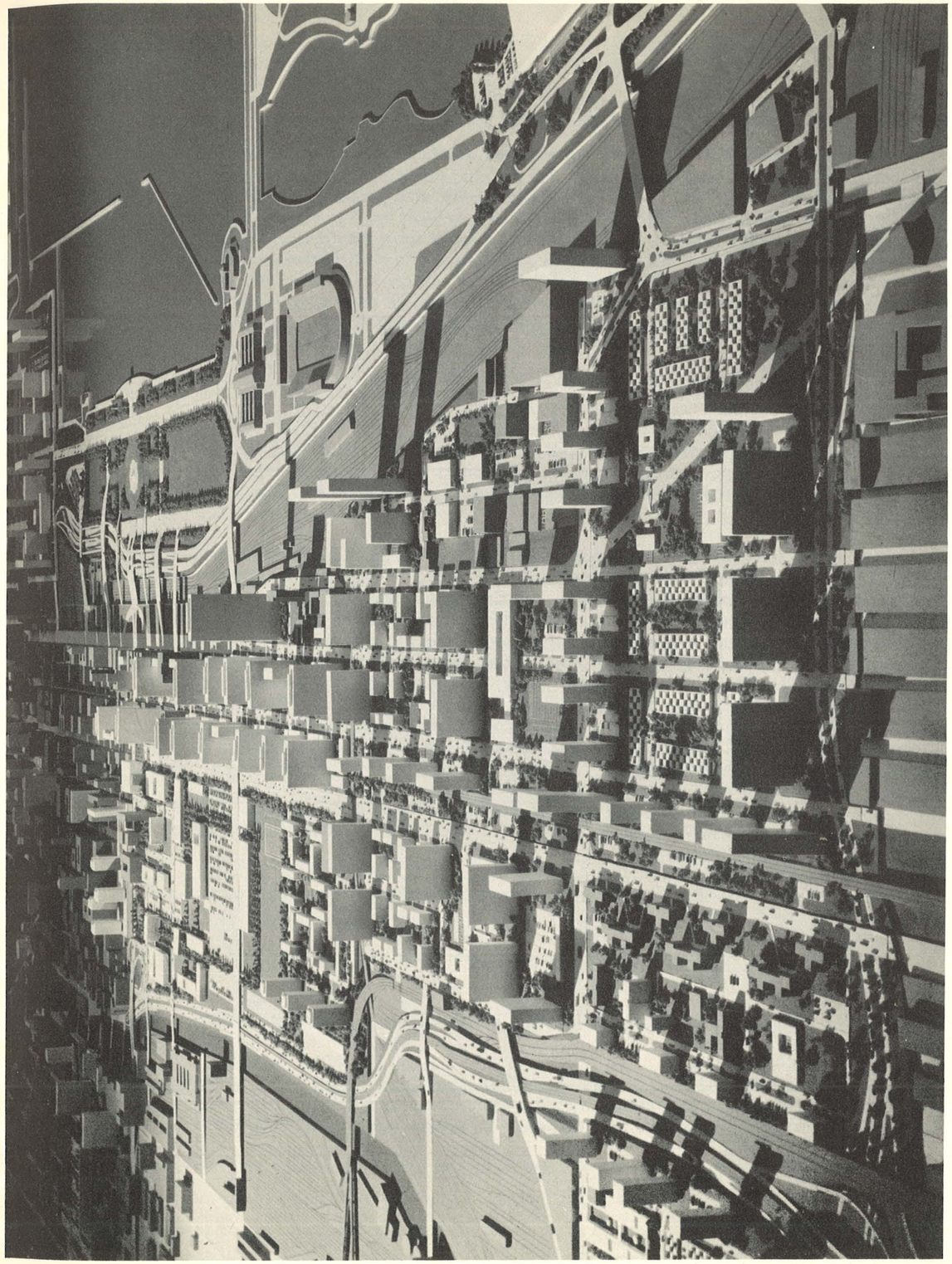


PHOTO BY ARTHUR SIEGEL

SOUTH SIDE PROPOSALS

View looking north from the proposed 25th Street expressway link to Lake Shore Drive shows the new residential environment proposed for the Near South Side. On the left, the proposed Franklin Expressway along the river leads to the proposed University Campus and the Loop. On the right the relocated Lake Shore Drive can be seen along the west side of Grant Park.

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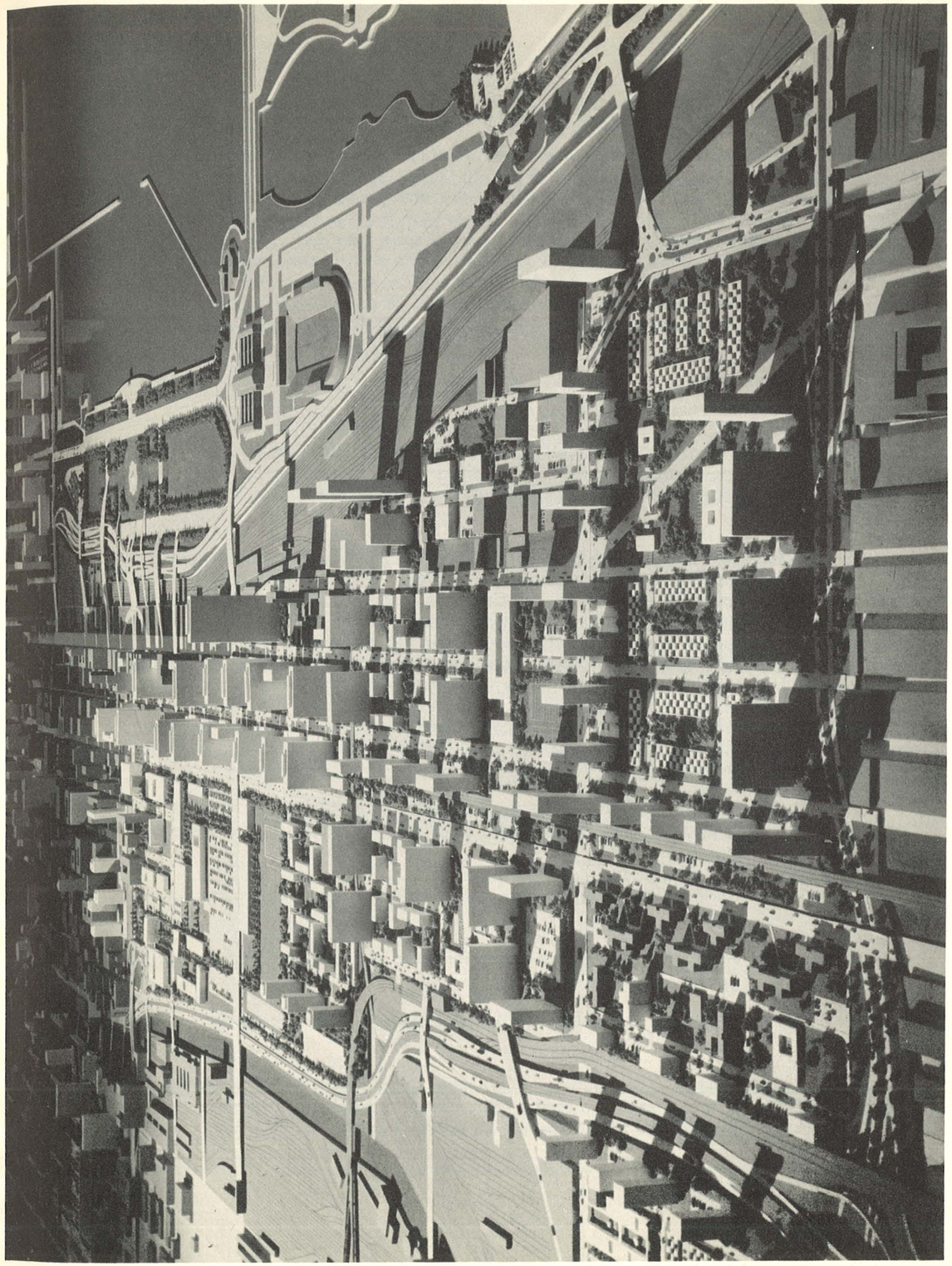

PHOTO BY ARTHUR SIEGEL

SOUTH SIDE PROPOSALS

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THE TRAFFIC PLAN AND AUTOMOBILE PARKING

An integrated system of traffic roadways and terminals specifically designed to provide more efficient and convenient access for people travelling to and around the Central Area is proposed in this Plan. Streets are now crowded with pedestrians and vehicles fighting for the same space. Through traffic interferes with local access. This Plan has been designed in such a manner that it will serve people using new and expanded developments proposed in this Plan, as well as better serve the million persons who now travel in this area each day. The traffic plan consists of an expressway system, two distributor roadway rings, and improvements to major surface streets. In preparing this plan, careful consideration was also given to rapid transit, railroad terminals and requirements for pedestrian circulation.

Expressway System

A comprehensive expressway plan for Chicago has been in existence for many years. Some of the routes are now carrying traffic while others are in construction or design stages. The expressway system presented in this Plan follows the comprehensive plan with three major refinements:

1. Relocation of Lake Shore Drive and its redesign to higher standards between the Chicago River and 26th Street are proposed in this Plan. It will provide grade separated connections to major surface streets serving the Central Commercial District and still not create a "barrier" between the lake front and recreational areas of Grant Park. A depressed design is proposed in a relocated alingment along the east side of the Illinois Central Railroad right of way in Grant Park. Ramp locations have been shown at Randolph Street, Jackson Boulevard, Monroe Street, Congress Expressway, the proposed Polk Distributor, Roosevelt Road, 23rd Street, Soldier Field parking areas, and the area of the projected Exposition Center. North of the Chicago River, simple grade separations are proposed at Ohio and Ontario streets. Lake Shore Drive, with the construction of these improvements, would provide:

   a. Improved conditions for express traffic using the Drive. (The two 90° turns would be replaced with safer, higher speed, higher capacity curves.)

   b. Possibilities for unification and redesign of lake front recreational areas.

   c. Adequate connections to Soldier Field and the projected Exposition Center.

   d. Improved connections to Central Commercial District streets.

The new design also envisions a connection to Columbus Drive which would be extended north across the river to a connection with the Ohio-Ontario distributor at Fairbanks Street. The cost of the relocated facility would be approximately $17,000,000.

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SCALE IN THOUSAND FEET
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DEPARTMENT OF CITY PLANNING
AUGUST 1958

CITY OF CHICAGO

RICHARD J. DALEY
MAYOR

PROJECT OR PROPOSAL — ROUTE NO.

Expressway System

Congress Expressway - Complete	1
Northwest Route Project - Under Construction	2
South Route Project - Land Acquisition	3
Southwest Route Project - Approved	4
Lake Shore Drive Relocation - Proposal	5
Southwest Route Connection to Lake Shore Drive - Proposal	6
Franklin Street Expressway - Proposal	7

Distributor Roadway System

Congress Street - Complete	8
Wacker Drive - Complete	9
Wacker Drive Extension - Proposal	10
Ohio-Ontario Street Distributor - Approved	11
Ohio-Ontario Distributor Extension - Proposal	12
Columbus Drive Extension - Proposal	13
Polk Street Distributor - Proposal	14
Jefferson, Taylor Street Distributor - Proposal	15
Canal Street Distributor - Proposal	16

Major Surface Street Improvement Proposals

South State Street and Connection to Roosevelt Road	17
North LaSalle Street and Connection to Lake Shore Drive	18
Orleans Street and Connection to Clybourn Street	19
Illinois Street and Connection to Navy Pier	20
North Avenue Connection to Lake Shore Drive	21
Oak Street Connection to Lake Shore Drive	22
Roosevelt Road Extension to Lake Shore Drive	23

NOTE:
EXISTING, UNDER CONSTRUCTION, OR COUNCIL APPROVED, SHOWN IN SOLID RED LINES
PROPOSALS SHOWN IN DASHED RED LINES

LAKE MICHIGAN

DEVELOPMENT PLAN FOR THE CENTRAL AREA OF CHICAGO

MAYOR RICHARD J. DALEY
ALDERMAN WILLIAM T. MURPHY - CHAIRMAN - COUNCIL COMMITTEE ON PLANNING AND HOUSING

T R A F F I C P L A N

CHICAGO PLAN COMMISSION - CLAIR M. RODDEWIG - CHAIRMAN
DEPARTMENT OF CITY PLANNING - IRA J. BACH - COMMISSIONER

2. A new alignment for the Southwest Route connection to Lake Shore Drive along 25th Street is proposed in order to complete an expressway ring and provide adequate access to the projected Exposition Center. This proposal replaces an earlier design for a 23rd Street connection with Lake Shore Drive. Its cost is estimated at $31,500,000.

3. A new design of Franklin Street as an expressway will provide a high capacity roadway for people travelling from the South Route, South Lake Shore Drive and the Southwest Route that are bound for Loop locations. Preliminary designs for this facility contemplate a limited access roadway with connections to both levels of Wacker Drive, Congress Expressway, Polk Street, Roosevelt Road, 18th Street, and the Southwest Route. Because of the large traffic capacity to be provided by this facility, it will allow existing north-south streets to be eliminated from the University Area. Its cost is estimated at $30,000,000.

When completed, this expressway system will provide radial routes from the North, Northwest, West, Southwest, South, and Southeast to ring roads around the Central Area. High speed, high capacity travel by-passing the Central Area will be offered by the interconnected routes of the South, Northwest, Southwest Expressways and Lake Shore Drive. Direct expressway access to the Central Commercial District will be afforded from Congress Street, Franklin Street, Lake Shore Drive and the Northwest Route.

Distributor Roadways

Additional perimeter circulation as well as access for the Central Commercial District is to be provided by inner and outer distributor roadway rings. These will be high capacity roadways having grade intersections with major surface streets, grade separated connections to the expressway system and limited access to frontage property.

The Inner Ring consisting of Congress Street east of the Chicago River and two-level Wacker Drive is now constructed except for a proposed extension of Wacker Drive from Michigan Avenue to Lake Shore Drive. When the Wacker Extension is completed, the Inner Ring will offer connections to the expressway system at Wells Street Plaza, Congress Street and Lake Shore Drive, and Wacker Drive and Lake Shore Drive.

The Outer Ring is a new proposal consisting of improved roadways along the alignment of Polk Street, Canal Street, Ohio-Ontario streets, Columbus Drive, extended, and relocated Lake Shore Drive. Proposed expressway connections will be to Lake Shore Drive just south of Balbo, to Franklin Street Expressway from Polk, to the South Route via Jefferson and Taylor streets, to Congress Expressway from Canal Street, and to the Northwest Route and Lake Shore Drive via connections from the Ohio-Ontario distributor. Because of the existing traffic in the Navy Pier area and the projected traffic increase due to the expansion of port activities, the construction of the Outer Ring is especially vital.

Major Surface Streets Improvements

Major traffic carrying surface streets in the Central Area are to be retained in their present location except where substitute capacity is provided in a new location. The most important improvements proposed for these streets are those indicated for State Street to the south and LaSalle Street to the north.

This Plan proposes the development of South State Street as a partial distributor roadway providing access to the Central Area for traffic from the South Expressway. The improvement calls for street widening and the provision of service drives between Cermak Road and Congress Street. Ramp connections to Roosevelt Road are proposed as part of this improvement.

LaSalle Street serves the same purpose as South State Street and must be developed with service drives to the same standards. A new connection between LaSalle Street and Lake Shore Drive is proposed in an alignment that would cross the south part of Lincoln Park and intersect Lake Shore Drive north of the present North Avenue interchange.

Other needed improvements to major surface streets in the Central Area include: an improved connection of Clybourn to Orleans Street and the improvement of Orleans Street and the improvement of Illinois Street (widening, rail relocation) to serve increased traffic at Navy Pier. New grade separated connections to Lake Shore Drive are proposed at North Avenue, at Oak Street, and with Roosevelt Road extended from Michigan Avenue. In the existing North Avenue-Lake Shore Drive complex of roads, connections to Dearborn and State streets would be abandoned, thus eliminating through traffic from the residential areas to the south.

The total estimate cost of the projected and proposed traffic facilities is estimated at $204,000,000.

Automobile Parking

In order to reduce traffic on congested local streets and improve internal circulation within the Central Area, the traffic plan was designed to encourage travel around rather than through the core area. The locations for major automobile parking facilities must similarly encourage a reduction of traffic and traffic congestion, thus allowing the streets to better serve for access to abutting property, internal vehicular circulation, pedestrian circulation, and emergency and convenience services.

In this Plan, peripheral parking terminals are proposed in locations connected to the expressway and distributor ring roadways. Primarily serving persons making lengthy visits to the Central Area, these peripheral terminals together with the ring roads, would allow motorists to secure parking without entering or travelling through the Central Area.

This Plan proposes that thorough study be given to the construction of major parking facilities on air rights of the ring roads surrounding the Central Area. Preliminary investigation indicates that desirable locations exist west of the Loop over the Northwest Expressway, south of the Loop over Congress Expressway, east of the Loop under Michigan Avenue and north of the Loop over the Illinois Street or Ohio-Ontario street distributors. Parking facilities could also be provided in conjunction with the University of Illinois, the Government Centers, Fort Dearborn Plaza, and the Transportation Center proposals. The execution of these proposals would:

a. Terminate traffic bound for the Central Area before it reaches local streets, thus lessening traffic volumes on streets within the area.

b. Utilize "land" (air rights) having no value for other purposes.

c. Allow highest development of valuable property which otherwise would be used for parking facilities.

d. Concentrate parking service so that a shuttle or conveyance service for pedestrians to Central Area locations would be economically feasible.

e. Allow direct expressway access and egress to parking facilities.

While emphasis is placed on peripheral parking for most vehicles, this Plan also proposed that provision be maintained for convenience and emergency off-street parking within the Central Commercial District. Short-time parking facilities having relatively low capacity are recommended at strategic locations throughout the area to serve this demand. Careful control of these facilities is required to insure that they are used only for short-time parking.

RECREATIONAL FACILITIES

Chicago's lake front is one of the city's greatest assets. There is an increasing demand for accessible and usable recreational facilities along the shore of Lake Michigan.

This present demand will be increased by the growth and development of the city. To meet the needs of the people it will be necessary to construct new facilities and to redesign existing recreational areas for greater convenience.

Three major recreational areas along the shore of Lake Michigan are proposed. They would provide increased opportunity for all Chicagoans to enjoy new beaches and other lake front facilities.

This Plan proposes the relocation of Lake Shore Drive in Grant Park from its "barrier" position along the lake to a new depressed location adjacent to the Illinois Central Railroad tracks. With such a new location, the entire area of Grant Park would be freed from heavy volumes of high speed traffic. The redesign of the park would allow greatly improved recreation uses and direct pedestrian access to Lake Michigan. It would provide parking for 1,000 cars close to the shore and a system of local service drives.

North of the Central Commercial District a new beach and large islands are proposed from Ohio Street to North Avenue. New facilities include bathhouses, restaurants, boat launching ramps, marinas, and sun bathing piers extending out from the shore. Parking areas and service drives for the beach facilities are included. (These facilities would be especially convenient for the popular Near North Side.)

The third major recreational proposal would provide badly needed beaches on two islands constructed south of 23rd Street in shallow water off the shore of Lake Michigan. Mooring space and launching facilities for small craft would also be included.

SECTION III

ACTION PROGRAM - THE FIRST STAGE

The following actions constitute the first stage for carrying out the Development Plan for the Central Area, and the elements listed are to be completed by January of 1960.

Government Center

1. The north and south sites will be submitted to the Public Building Commission for their approval and the initiation of preliminary architectural studies.

2. The north and south sites will be submitted to the United States General Services Administration for their approval in erecting federal public buildings in these locations.

3. Similar approvals will be asked for participation in the northern site by the City Council of the City of Chicago, the Cook County Board of Commissioners, and the General Assembly of the State of Illinois.

4. Pursuant to those approvals, revenue bonds would be issued by the Public Buildings Commission for the first stage construction and land acquisition.

5. Architectural contracts would be let for the Civil Courts Buildings, the Federal Courts Building, and the Federal Office Buildings which comprise the first stage of construction.

Railroad Consolidation

1. The plan for railway consolidation will be submitted for approval to the Chicago Railroad Terminal Authority and they will be asked to complete by January 1959, additional engineering and economic studies which include consideration of the Union Station railroads.

University of Illinois

1. Subject to the results of that study, a definite program for release of land in the South Side will be secured from the Railroad Terminal Authority. To receive consideration as a potential site for the Chicago campus of the University of Illinois, the feasibility of this site must be established not later than February 1959.

2. If the proper development of the South Side rail terminal area should require acquisition for University use of non-railroad land in the area bounded by State, Polk, Clark, and Congress, a proposal for acquisition of this non-railroad land will be submitted to the Chicago Land Clearance Commission as an Urban Renewal project using

federal write-down funds under such legislation as will be available. Railroad Terminal property designated for University use would have to be available by January 1960 if it is to be the site of the first-stage construction to accommodate the 6,000 students who will need facilities by the fall of 1963.

Transportation

1. The expressway and distributor roadway proposals will be submitted for approval to the Design Committee representing the City, County, and State Highway Departments and the U. S. Bureau of Public Roads. Application will be made for federal aid for the urban area thoroughfares presented in this plan. Under the federal aid program, 50 per cent of full cost may be obtained. Next, approval will be sought from the City, County, and State Highway Departments and of the Bureau of Public Roads for the reservation and allocation of funds (where funds and plans have not already been approved) for these projects: the realignment of Lake Shore Drive, the east extension of Wacker Drive, the north extension of Columbus Drive, the south extension of Franklin Street, the east extension of the Southwest Expressway, and the east extension of Ohio-Ontario Streets.

2. The initial stage for the transportation center west of the river should be the Airlines Terminal Building. The City, in co-operation with the airlines, should proceed in 1959 with the selection of this facility and its financing.

3. A major parking survey and a pedestrian origin and destination survey will be completed by January 1960 and will provide a detailed picture of specific demand, location, and scheduling requirements for parking and more definitive information on internal circulation requirements.

4. The method of financing CTA capital improvement program to expand Rapid Transit facilities should be formulated and submitted to the Legislature in 1959.

Conservation, Redevelopment and Housing

1. The recommendation for residential redevelopment of the Fort Dearborn Area will be submitted to the Chicago Land Clearance Commission. Immediate action will be recommended for early approval and the development of approximately 5,000 dwelling units.

Recreation and Cultural Facilities

1. The Plan will be submitted to the Chicago Park District for approval of the recreational proposals. Recommendation will be made for early development of the Ohio Street beach.

2. The Plan will be submitted to the Metropolitan Fair and Exposition Authority with recommendation that they consider augmenting their present plans by developing on the lake front or elsewhere, additional cultural facilities for operas, concerts, ballet and other performing arts. Also, that consideration be given to providing space for art exhibitions.

CONTRIBUTORS

Operating within the framework of the Plan as established by the Commissioner of City Planning, these persons and organizations made significant contributions to the development and preparation of this Plan.

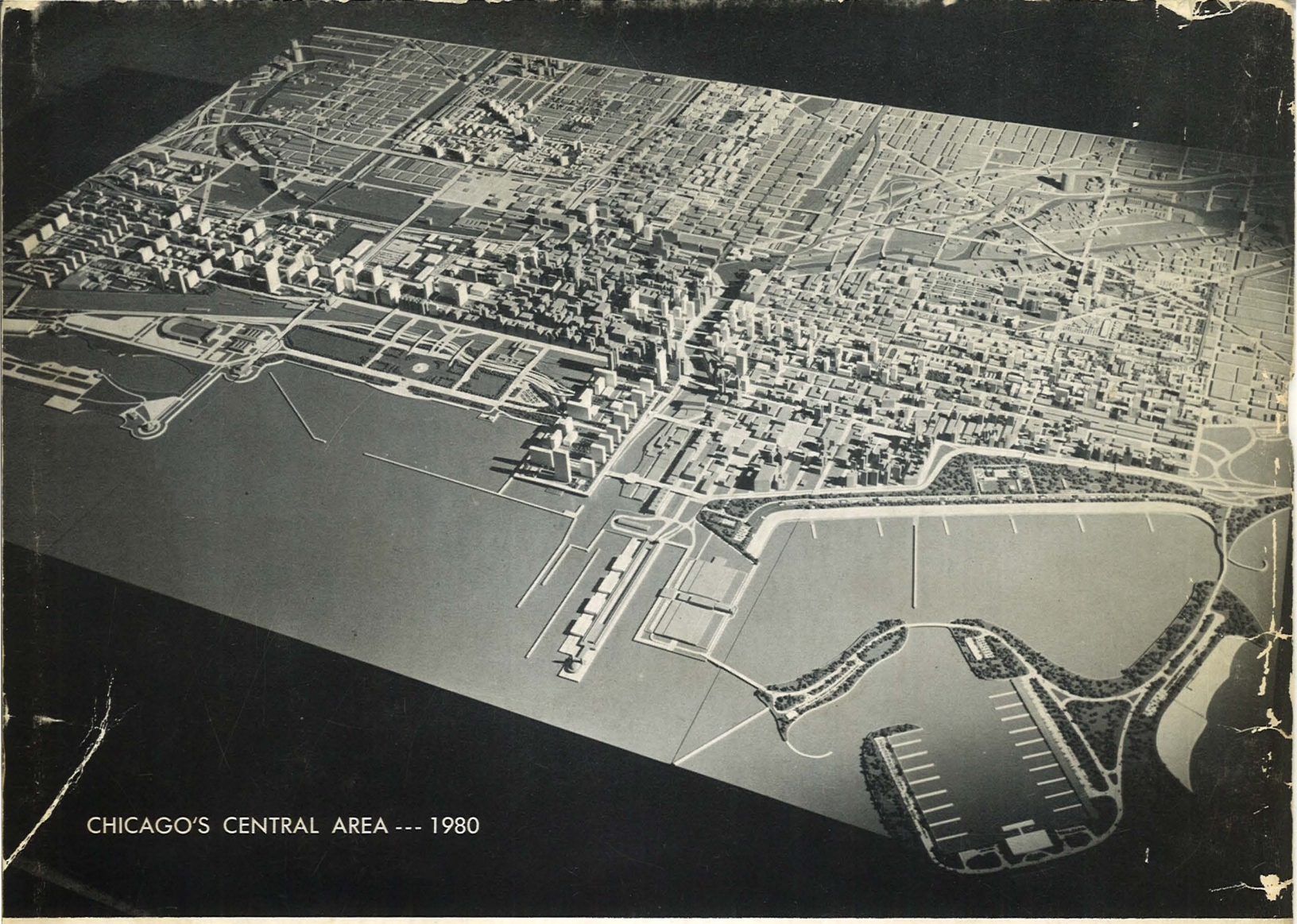
1. Department of Streets and Sanitation, Lloyd M. Johnson, Commissioner; Leslie J. Sorenson, Deputy Commissioner and William R. Marston, Deputy City Traffic Engineer.
2. James C. Downs, Jr., Consultant to the Mayor.
3. Real Estate Research Corporation, Richard L. Nelson, President.
4. Skidmore, Owings and Merrill, Architects, Planners and Engineers; William E. Hartmann, Partner.
5. L. R. Solomon and John Cordwell, Associates, Architects and City Planners.
6. Callaghan and Seiler, Model Constructors, South Haven, Michigan.

Advice and counsel were given to the Department throughout the planning program by the following persons and organizations:

1. A special planning committee of the Chicago Plan Commission: Clair M. Roddewig, Chairman; Joel Goldblatt; Alderman William T. Murphy, Chairman, Council Committee on Planning and Housing; Dr. John T. Rettaliata; John W. Root and H. Stanley Wanzer.
2. John G. Duba, Administrative Officer of the Mayor.
3. Carl H. Chatters, Comptroller.
4. George L. DeMent, Commissioner of Public Works.
5. James W. Jardine, Commissioner of Water and Sewers.
6. D. E. Mackelmann, Consultant, Department of City Planning.
7. George Ramsey, Commissioner of Buildings.
8. Alvin L. Weber, Budget Director.
9. James A. Cunningham, Chairman, Chicago Railroad Terminal Authority.
10. Phil A. Doyle, Executive Director, Chicago Land Clearance Commission.
11. Charles Havens, Assistant to the President, University of Illinois.
12. Ray Knapp, Chief Planning Engineer, Chicago Park District.
13. Representatives of the Chicago Central Area Committee, the Greater North Michigan Avenue Association, the West Central Planning Association, and the South Side Planning Board.

As part of the total work program of the Department of City Planning, contributions were made to the development of the Plan by all Divisions of the Department. In particular, special credit should be given to the General Plan Division and also these staff persons:

Clifford J. Campbell, Deputy Commissioner
Leslie S. O'Gwynn, Director of Planning
Norman Elkin, Chief of Coordination Division
Leroy Ziegele, Chief of Zoning Division
Paul Zimmerer, Chief of Research Division
Earl Bluestein, Chief Land Planner
Ernest Melvin, Senior Planner
James McInerney, Chief of Graphics Section
Jon Phillips, Senior Graphic Designer
Maureen Felix-Williams, Model Construction
Robert Christensen, Administrative Assistant



CHICAGO'S CENTRAL AREA --- 1980

PHOTO BY ARTHUR SIEGEL

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Mayor

JOHN G. DUBA
Mayor's Administrative Officer

ALD. WILLIAM T. MURPHY
Chairman, City Council Committee on Planning and Housing

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*Assessor of Cook County since April 14, 1958
**Judge of Circuit Court since June 12, 1958

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Emil V. Pacini, *Ald.*
Chairman, Council Committee on Buildings and Zoning

John T. Rettaliata

Daniel J. Ronan, *Ald.*
Chairman, Council Committee on Traffic and Public Safety

John W. Root

H. Stanley Wanzer